

Social Security Bulletin

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Social Security in Review

AUGUST EXPENDITURES for the three special types of public assistance and general assistance in the continental United States totaled \$77.2 million, 28 percent less than all public aid payments in August 1942, when earnings under the WPA accounted for more than one-fourth of the \$109.7 million disbursed. Payments this August under the four assistance programs showed, however, only slight decreases from comparable totals in July and a year ago. Old-age assistance represented 72 percent of all assistance payments during the month, aid to dependent children 15 percent, aid to the blind 3 percent, and general assistance 10 percent. The number of recipients declined from July levels for all programs, total payments increased for old-age assistance and aid to the blind, and average payments were higher under all programs except general assistance.

All but 14 States reported fewer recipients of old-age assistance than in the previous month, and 40 States reported larger total payments. The decline in number of families receiving aid to dependent children was widespread; only Kentucky, Mississippi, and New Mexico reported an increased number. The slight decrease in total payments under that program was shared by all but 11 States. Both the number of blind recipients and total payments for aid to the blind changed relatively little from the previous month's figures. The largest percentage declines for the month occurred in general assistance—4 percent in number of cases and 6 percent in payments; only 11 States reported a higher number of cases, although 16 States reported increased payments.

AUGUST UNEMPLOYMENT COMPENSATION payments dropped to \$5.2 million, 82 percent less than in August 1942. Two-thirds of the States made smaller total payments than in July, and only five States reported payments as much as 20 percent above their July disbursements. In the first 8 months of 1943, a net total of \$64.0 million

was expended in benefit payments, less than a fourth of the amount expended in the same months of 1942 and representing approximately 4.8 million man-weeks of unemployment in contrast to 22.8 million in the earlier period. August payments went to a weekly average of 88,800 beneficiaries, less than one-sixth the August 1942 average. Alaska, New Mexico, North Dakota, and Wyoming paid benefits to an average of less than 25 unemployed workers each week. All but four States reported declines in initial claims filed in August, and almost half the States reported decreases from July of 30 percent or more. The country-wide decline of 29 percent was the sharpest drop since February. Continued claims also declined from the previous month; in 13 of the 38 States reporting fewer continued claims the decreases were more than 25 percent.

MORE SOCIAL SECURITY ACCOUNTS were established in April-June than in any other second quarter since 1937. As of the end of June, an estimated 66.4 million living persons held account numbers; they constituted 63 percent of the estimated number of persons 14 years of age and over in the population in contrast to 57.1 percent who held account numbers at the end of June 1942. Of the 2.1 million accounts established in April-June of this year, 1.3 million or 61 percent were for women and girls, a group of applicants which was almost one-third larger than in the second quarter of 1942. The total number of accounts established for men and boys, on the other hand, dropped 17 percent in comparison with the second quarter of 1942. The divergent trends result from the increasing number of housewives who are entering covered employment, the decline in the number of men without account numbers, and the expansion of the armed forces. Girls under 20 years of age made up slightly less than half of the total number of female applicants, but boys under 20 represented

almost three-fourths of all male applicants; in comparison with this age group in April-June 1942, however, the total number of girls rose 27 percent while the number of boys declined 5 percent. Accounts established for Negro applicants rose 36 percent above the total for the second quarter of 1942. The increase was due entirely to applications from Negro women and girls, which more than doubled; the number of male applicants dropped by one-fifth.

Monthly benefits of \$15.1 million were in force for 827,000 beneficiaries at the end of August; both figures represented increases of 2 percent from July totals and of 32 percent from August 1942 levels. Almost \$13.2 million was certified during the month for monthly benefits, of which 53.4 percent represented primary benefit payments, 9.3 percent supplementary benefits, and 37.3 percent survivor benefits. An additional \$1.4 million was certified for lump-sum death payments.

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Old-Age and Survivors Insurance for Small Businessmen

A. J. ALTMAYER*

ONE GROUP WHICH HAS FELT keenly the impact of the war is the independent small business proprietors. Shortages of labor, unavailability of many kinds of goods, rationing, price ceilings, and rising costs have made it more and more difficult for the small operator to stay in business. Thousands have already closed their doors. By the end of this year, a net loss of more than 300,000 establishments has been estimated for the retail field alone.

Many who have been forced to give up the struggle to keep their businesses going are now too old to begin again in a new occupation. Often they have meager resources. The remaining assets of the business and the savings of its proprietor are seldom sufficient to pay the outstanding debts and leave something over for retirement. Even in peacetime, the small business group has little more security than the majority of wage earners. It has been estimated that in 1935-36, the period just after the depth of the depression, more than a third of all small business operators had incomes of \$1,000 or less, and almost half were living on less than \$1,250 a year. Probably three-fourths of the independent retailers, taxicab and truck operators, and garage owners cleared less than \$1,000, and about a third of them less than \$500. The proprietors of restaurants, cleaning and pressing shops, beauty parlors, and similar "personal service" businesses were at about the same income level.

With such low incomes, it is difficult for small enterprises to accumulate the additional capital needed for expansion, except by borrowing from outside sources at high interest rates. Consequently, small businesses are usually on an insecure financial footing, and failures among them are frequent. The Small Business Committee of the Senate reports¹ that, in the retail field, one out of three new concerns fails in the

first year, and two out of three close their doors within 6 years. The fear of business failure haunts the independent man quite as much as the fear of unemployment does the wage earner.

While the independent professional group generally has higher incomes than the majority of small business proprietors, the proportion who have low incomes is much greater than commonly supposed. More than 10 percent of the physicians, 13 percent of the dentists and attorneys, and 20-30 percent of the other professional groups had incomes of less than \$1,000 in 1935. Even among those earning much more than this, the onset of old age, with its accompanying decline in skills and earning capacity, is an ever-present source of worry. Premature death or permanent disability before reaching retirement age are also very real threats to the economic security of most professional men and their families.

Men in independent trades and professions are generally older and more likely to have dependents than are wage earners. More than half of them are over 45 years old, and only 14 percent are single. By contrast, only about a fourth of all employed persons in this country are over 45, and 28 percent are single. Protection against the premature death of the family breadwinner is therefore needed by the self-employed at least as much as by those who work for others.

One unhappy consequence of limiting the coverage of the old-age and survivors insurance program is that persons shifting in and out of covered employment make contributions as employees without getting the protection granted those more constantly in covered jobs. This anomaly occurs frequently in the case of the self-employed. Most small businessmen begin work as employees of others, in order to acquire skill and experience or to accumulate capital for an independent venture. Seldom, however, can adequate benefit rights be acquired under the program when the individual has long or frequent periods of unemployment or noncovered employment. Letters received by the

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¹ Special Senate Committee to Study Problems of American Small Business, *Small Business Problems: Small Business Wants Old-Age Security* (Senate Committee Print No. 17), 1943, 36 pp.

Social Security Board from the self-employed show that they are keenly aware that the benefit rights they have accumulated as employees will be lost or reduced when they enter independent business. They plead for a chance to continue contributing, so as to maintain whatever level of potential benefits they have to their credit. While the income and resources of small business are limited, they could, by making small regular contributions, provide substantial social insurance protection for themselves. Through the pooling of small regular contributions it is possible to provide more comprehensive protection than each individual could provide separately.

Still more vocal is the demand of independent employers for the same protection they help provide for their workers. Grocers, blacksmiths, plumbers, printers, hardware merchants, jewelers, painters, druggists, undertakers, engineers, doctors, lawyers, manufacturers, and accountants have written to the Board, or to their Senators and Representatives in Congress, urging that some way be found whereby they too can be included in the program. Frequently they express an eagerness to contribute at the combined rate payable by the employee and his employer and to accept any reasonable basis for calculating their income.

The growing demand for inclusion of small businessmen under the old-age and survivors insurance program reflects their increased sense of insecurity under wartime conditions. It also indicates a wider realization that social insurance protection is an essential part of a more general program to safeguard small enterprise in the present and post-war world. The plight of small business, and measures to alleviate it, have received careful study by the Senate Small Business Committee. As one of a series of reports on the difficulties faced by small business, the Committee recently published a monograph² examining the reasons for excluding small business from the old-age and survivors insurance program, and considering suggested methods for overcoming the problems that have thus far been a bar to coverage.

Because many small businessmen are not used to reporting their incomes to the Government and do not keep the necessary records, some plan was

needed to facilitate income-reporting in such cases. A plan has now been developed which would require the minimum of detailed records or reports. Income-tax payers, for example, might use the same report for social security contribution and income-tax reporting. Employers might add their own names to the quarterly wage returns they make for their employees. The self-employed who have no employees and who are exempt from the income tax could value their services on some simple basis, such as the cost of hiring a substitute to do their work. To relieve certain marginal groups—the housewife, for example, who rents out a few rooms or keeps a boarder or two—from the burden of contributing on very small earnings which could hardly affect possible future benefits, an exemption of very small business incomes might be permitted.

The sort of plan mentioned above makes it readily feasible to bring the self-employed into the old-age and survivors insurance program and provide the same protection for them as for employed persons. Some adjustment might have to be made to compensate for the period in which small businessmen were not included in the program, so that, as latecomers into social insurance, they would not be at a disadvantage in comparison with persons who have been in the system from the beginning. Several alternatives, all of them workable, have been suggested for making these and other needed changes in the technical details of the program.

Old-age and survivors insurance protection cannot of course solve all the problems of small business. Many of these have to do with financing, credit facilities, and the competitive struggle between small and large concerns. Yet, in securing him against some of the important risks to which he is now exposed, social insurance coverage would give the man who runs a small business a better chance for survival in our free enterprise system. This would be particularly true if other hazards, such as permanent disability and sickness and hospitalization costs, could also be covered. Studies are going forward on methods of providing such protection for wage and salary earners. These studies are also keeping constantly in mind the inclusion of small business under a comprehensive social insurance plan.

² See footnote 1.

Administrative Review in Public Assistance

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UNDER THE Social Security Act, the Social Security Board is responsible for making Federal grants-in-aid to States to enable them to furnish financial assistance, so far as practicable under the conditions in each State, to needy aged and blind individuals and to needy dependent children. These matching grants are made on the basis of a plan submitted by the State and approved by the Board as in accordance with the provisions of the act, including such methods of administration as the Board finds necessary for the proper and efficient operation of the plan. Approval of the plan indicates that the operation proposed by the State meets the requirements necessary to entitle the State program to Federal support. It does not necessarily mean that the plan meets all the objectives which either the State or the Board would like to see achieved, but it represents a starting point from which the State proposes amendments to the plan as its program develops.

Following the approval of a State plan, the Board has two major responsibilities. It must first assure itself that in administering the assistance programs the State continues to adhere to the requirements of the Federal act and to the substantive legal and administrative provisions of the approved plan. It must also provide leadership and assistance in order that plans and administrations may meet the highest practicable standards in each State.

One of the chief areas of concern in the early period of development of State programs and of Federal policy was to be sure that funds granted to the States were used to match assistance payments only to persons eligible under the specific provisions of the act. In many States, instructions and administrative controls had not been sufficiently developed to warrant confidence in their effectiveness. During the period from 1935 to the end of 1939, therefore, the Board's audit of the financial transactions of the State agency included an inspection of the eligibility determination in every case for which the State claimed Federal matching, and audit exceptions were taken to all payments in which the State was

unable to provide satisfactory proof of eligibility.

That this method was effective in safeguarding the use of Federal funds and in improving the documentary verification and recording of the determinations of eligibility is clearly evidenced by the marked decrease in audit exceptions during the latter part of the period in which this process was in effect. This positive aspect, however, was accompanied by problems of relationships with the States, the issues in which became clearer as the State agencies developed their own administrations to a point at which a complete and detailed inspection seemed no longer necessary. The uses made of the results of the audit were necessarily limited in large part to financial adjustments of the individual payments to which exceptions were taken. It became apparent that this method involved the danger of isolating the problem of eligibility in the individual case from the more important consideration of improvement of policy and administrative practice in general. Fearful of the loss of Federal matching, State agencies tended to look to the audit as a concrete embodiment of Federal policy and all too frequently misconstrued the evidence from this source. The Bureau of Public Assistance, which was responsible to the Board for advising on and evaluating State plans and for encouraging the development of sound programs and policies in the States, frequently found itself handicapped by the divided responsibility in this fundamental area. The Bureau of Accounts and Audits, burdened by the volume of this aspect of its assignment and the problems of evaluating case-record material which was outside the normal scope of auditing procedure, was also handicapped in developing a constructive approach to the larger accounting and fiscal problems.

Extensive consideration was given to the problem by the Board and the two Bureaus in an effort to establish a method of operation which would fulfill the Board's responsibilities and at the same time further the development of a sound Federal-State relationship. In the light of the development and stabilization of State programs which had already taken place by the end of 1939,

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the Board concluded that the way to further strengthen the State agencies was to place maximum responsibility on them for determining eligibility and to review the results of their administration in terms of an evaluation of the general level of State practice, rather than in terms of each individual judgment.

To carry out this policy the Board redefined the responsibilities of the Bureaus of Accounts and Audits and Public Assistance with respect to eligibility determinations, effective January 1, 1940. The area of audit responsibility was defined as relating wholly to fiscal matters, the audit of public assistance payments to begin with the certificate of authorization of payment, with no review of the administrative judgment leading to the determination of eligibility. The Bureau of Public Assistance was made responsible for a continuing review of State and local administrative procedures and operations, including an appropriate review of a sample of case records, to assure the Board of a State's adherence to Federal requirements and to the substantive legal and administrative provisions of its approved plan.¹ As part of its review, the Bureau of Public Assistance was instructed to call upon the Bureau of Accounts and Audits for the consultative services of constructive accountants and, if special circumstances should warrant, for an audit of individual eligibility determinations.

Objectives of the Review

In developing the necessary procedures for carrying out a review of State and local administration, the Bureau of Public Assistance had to devise a process which would meet the following requirements:

1. It must provide a factual basis for assuring the Board of State adherence to Federal requirements and to the substantive legal and administrative provisions of the State's approved plans, and for assisting the State in attaining the highest practicable standards of administration.
2. It must be maintained on a continuous basis in 51 jurisdictions and 56 separate State agencies, and in 3 categories of assistance; it must, moreover, be adaptable to the variations among State plans, including policies, types of State administration, and the number and type of local agencies within the States.

¹ Board Minutes, December 22, 1940.

A major concern of the Bureau was to make sure that in its objectives and its execution this process would be consistent with the principles of strengthening State administrative responsibility and of evaluating results. It was recognized from the outset that there must be safeguards against certain difficulties which are inherent in any process by which Federal representatives enter the area of evaluating the work of local units for whose supervision the State agency is responsible. It was also recognized that, within the limitations of the Federal act and their own laws, States having responsibility for administration must be free to make their own decisions, even to make mistakes and to learn by experience. It was evident, therefore, that the review process must be as much as possible a part of the State's own experience, if it was to be effective beyond the area of minimum Federal requirements.

Against this background, the following general principles were recommended:

1. The administrative review should be an extension of the existing methods of dealing with State agencies, and fact finding should be an integral part of the regular process of consultation and negotiation, rather than an isolated activity.
2. The responsibility for carrying out the review should be located in the regional office, under the direction of the regional representative, in order that it could be related on a current basis to the processes of negotiation and consultation with the States.
3. The review should be carried on cooperatively with the States, with the utmost possible participation in the actual process. The objectives should be to provide factual information which would be mutually useful and to supplement rather than duplicate information already available in the State.
4. The factual results of the review should be available to the States for their use in effecting improvements of administration, and a State's resources and ability to use the review as part of its own supervisory process should be a primary consideration.
5. The general scope and method of the review should be uniform for all States, but sufficiently flexible to allow varying emphasis according to the individual needs of each State. The plan for each State should be developed jointly with the State, and coordinated so far as possible with the State's

own supervisory process in order to avoid interference with the State's established lines of administrative authority. While it was recognized that a review of this kind conducted on a Nation-wide basis would yield some byproducts for research, emphasis on flexibility and adaptation to the immediate needs of individual States was believed more appropriate than the uniform collection of mass data.

6. The basis for the review should be the approved State plan. The operation of the plan should be evaluated so far as possible in terms of criteria established by the Board for minimum standards of State and local practice. When such criteria have not been developed, operation would be evaluated only in terms of its effectiveness in achieving the State's objectives until such time as the information made available through this process makes the establishment of general criteria possible and appropriate.

7. Emphasis should be focused on the effectiveness of the total administrative process, as it is reflected in the treatment of individual applicants and recipients; review and analysis of the State's supervisory and administrative procedures, as well as case reading, should be included.

8. The review of eligibility determinations should be based on a definite understanding with the State concerning the provisions of law and plan for which the State is held responsible and should emphasize the application of these provisions to persons whose requests for assistance are rejected as well as those to whom assistance is paid. While it was agreed that errors discovered in individual cases, which represented incorrect claims for Federal matching of payments, must be reported to the States for adjustment, discovery of the causes of such errors and attempts to correct the causes were recognized as of more far-reaching importance.

Though development of an objective method of evaluating the total administrative functioning of a State agency was recognized as an ultimate goal, it was not expected that this aim would be achieved immediately, nor that such an evaluation would result from a single method of obtaining and utilizing information. Phases of such a review were already in effect, carried out through the Bureau's field service, the services of technical consultants, administrative surveys, the review and analysis of State plan material, special re-

search and regular statistical reporting, and the services and reports of other Bureaus of the Board. The objective in developing the new activity was not to supplant or to duplicate these functions, but to supplement the information available and, ultimately, to develop a systematic method of assembling, through all the services available, a unified picture of State operation.

While it was necessary to select the aspects of the program which could be covered and those which would be emphasized, it was considered more appropriate, at least initially, to obtain a general background knowledge of selected operations than to concentrate attention on particular phases of administration which might more properly be the subject of special research.

In the light of these considerations, the administrative review was defined, until modified on the basis of further experience, as designed to accomplish the following objectives:

1. To determine through review of a sample of case records and other appropriate documents relating to individual cases whether:

- a. Persons receiving public assistance are eligible in accordance with the Federal requirements and the State plan;
- b. Assistance grants are based on a determination of need, including consideration of all resources, and are unrestricted money payments;
- c. Applications are accepted or rejected on the basis of an objective determination of eligibility, equitably applied to persons in similar circumstances;
- d. Persons whose applications for assistance are rejected are given an opportunity for a fair hearing.

2. To determine through review of the administrative methods in effect in local units, related to the findings of the case review and to the State plan provisions, whether:

- a. The methods of taking applications, verifying eligibility, and determining need are such as to produce satisfactory results in the treatment of applicants and recipients, and conversely what methods result in delay or inequitable treatment;
- b. The State agency is adequately per-

forming its supervisory responsibilities by issuing clear and complete instructions and interpreting them to local units through its field service, reviewing or test-checking the work of local agencies, and providing constructive assistance in improving local administrative methods;

- c. Federal requirements relating to the confidential nature of records, unrestricted payments, and availability of fair hearings are adequately observed in practice as well as in the plan;
- d. Other factors in local administration, such as insufficient funds, inadequate personnel, or poor organization, contribute to ineffective performance.

Method and Extent

Because of the varied State situations, it was recognized that specific plans for carrying out the review in each State could best be made in the regional office and in consultation with the State agency. Procedures and definitions had to be established and, as a basis for planning the general operation and for determining the staff and organization needed in each region and in Washington, general estimates had to be prepared of the number of agencies and volume of case reading which would be included and the time required for each part of the process.

Although the review was expected to be a continuing process in each State, it was decided that planning and reports in relation to each State should be made on an annual basis, in order to provide for reevaluation at regular intervals of the State situation and of the working method, but with the dates for this annual period varying from State to State.

The annual period related to the dates applicable to information obtained, rather than to the dates of field work. In order to have the review reflect the most nearly current situations, it was decided that for local agencies the period for which information would be obtained should include the last two quarters preceding the field work. Field work should be spaced so that the activities of some local agencies would be reviewed for each quarter within the annual period established.

With few exceptions, State programs operate through local offices, over which the State agency

has either administrative or supervisory authority. Accordingly, to evaluate the State operation as a whole, it would be necessary to take into account all factors which influence the local operation of the State plan, as well as the evidence of variation in operation of the program provided by statistical reports. It was obvious that a complete representation could not be achieved each year, or in any one year, and that it would be necessary to look to the continuing process of the review to build up such a picture over a longer period. It appeared feasible and desirable, however, for the selection in each year to be directed toward analysis of one or more of the variable factors affecting local administration, so that the results might be representative of a larger number of units within a State than would actually be included in the review.

Since the selection for the first year of review was necessarily exploratory, it was decided to emphasize the factors affecting the major part of the case load by attempting to review units in which 50 percent of the case load was located, if the case load was sufficiently concentrated to make this possible, and if, conversely, this would not limit the review to one or two units. For States in which this method was not feasible, a selection emphasizing geographical distribution as well as size was believed desirable. It was considered unwise to attempt the review of the larger city agencies in the first year of operation, because of the complexities of administration, and agencies having case loads of 10,000 or more were ruled out for this period.

Information regarding the type, size, and number of local units for each State was assembled and considered in relation to estimates of time required for reviewing units of various sizes. It was estimated that inclusion of local agencies representing 50 percent of the State case load, or an alternative of 10 local agencies, would result in a total for all States of 400 local agencies.

In order to place the desired emphasis on the processes of determining initial and continuing eligibility, the following basis for selecting cases in local units was established:

- 10 percent of applications approved within the 2 quarters preceding the review;
- 5 percent of applications rejected during the same period;

2 percent of cases which had received assistance continuously for a year or more on the last day of the quarter preceding the review.

In each type of case in each category in which any of the percentages yielded less than 10 cases for review, adjustments were made to include 10 or all if there were less than that number. Although the same percentages were applied to all categories, since adjustments to the minimum were necessary more frequently in aid to dependent children and aid to the blind the proportion of cases reviewed in those categories was greater. This was desirable as these programs represent a greater variety of conditions and eligibility requirements.

In estimating the resulting total volume it was necessary to anticipate the extent to which modifications would need to be made in each region and State and the relationship to the estimate of the number of local agencies which had already been made. In addition, since some States already had in effect some form of review of case actions or other controls which assure determination of eligibility in accordance with the State plan, a study of the methods and a test check of the results to establish their accuracy and the effectiveness of the process was believed more appropriate than a duplication of the State's work.

To estimate the number of cases which would be covered in the whole operation, the formula for selecting local agencies was applied State by State and related to total case loads and application data for each State and for the total. On the basis of 1939 data and the selection of agencies representing 50 percent of the case load in each State, the percentages would represent 5 percent of the total applications approved within a year, 2½ percent of the applications rejected, and 1 percent of the cases receiving assistance for a year or more. After allowances for the maximum or minimum in very large or very small agencies, and for the smaller percentages where State controls were known to be adequate, it was estimated that in a full year of operation some 40,000 cases and rejected applications would be reviewed.

Concurrent with the consideration of policies for scope and coverage, working materials were being developed for carrying out the review. It

was evident that at least two types of schedules would be needed, one to record information on administrative practices and the other to record information on individual cases.

The administrative schedules were in outline form and covered local agency actions relating to methods of handling applications, determining eligibility, making payments, and handling complaints and appeals, and a brief background of the agency organization, case-record system, and general circumstances affecting agency operation. With respect to the State agency, the schedules provided for review of the method and extent of field service, field reports, case reviews conducted by the State agency, and the procedures for handling complaints and appeals. The review of other aspects of State administration was left to the general responsibility of the regional representative, and reliance was placed on an existing outline for field reporting, rather than on the development of new schedules.

In the schedules developed for recording the results of case reading, emphasis was placed on minimum transcription of information from the case records. Space was provided for brief answers to specific inquiries on the content of the record with respect to evidence of eligibility, the methods by which the agency's decision was reached, and the reviewer's judgment as to the adequacy of the action taken in relation to the facts shown in the record and the requirements of the State plan. Because of the differences in action to be considered, separate schedules were provided for the review of approved applications, continued cases, and rejected applications. Each of these schedules was applicable to all three categories.

Since the most direct use of the information derived from the review would be made in the regional office, reports were limited to those necessary to serve these general purposes. Except as the need for special information might arise, the reports were restricted to three types: (1) a statement from the regional representative giving the advance plan for each year of review in each State; (2) a quarterly report of the progress of this specific aspect of field work; and (3) an annual report evaluating the State situation as seen through the review and such other factual information as the regional representative considered pertinent.

The Review in Operation

From its initiation late in 1940 the administrative review was introduced gradually to the States as staff became available, and by the end of 1942 had been carried on in all States, the District of Columbia, Alaska, and Hawaii. Schedules were revised from time to time as indicated by continuing experiences in the regions, and the review was somewhat modified in relation to individual States, but in general continued exploration of the subjects originally selected appeared profitable.

Coverage

By the end of 1942 the work of 480 local agencies and 52,500 case records had been reviewed by the Bureau's regional staff. Although this was substantially below the original estimates of annual coverage, it reflected approximately the same relationship as that existing between the estimated staff time required and that actually available in the regions. The difficulties in recruiting encountered in 1940 were multiplied in 1941 by the extensive activities for national defense which drew from the same reservoir of trained personnel. After the declaration of war in December 1941, replacements of staff became an increasing problem. Moreover, additional responsibilities were placed on the regional representatives in connection with defense activities affecting family security and, after war was declared, for assistance to the dependents of enemy aliens who were interned or otherwise removed from their usual means of livelihood by action of the Government, and for developing plans to provide assistance to civilians in need as a result of enemy action. These added responsibilities made it necessary for the regional representatives to pass on to their assistants many of their usual responsibilities for other aspects of the work with State agencies as well as for the review. In one region the services provided in connection with the removal of Japanese to relocation centers required the temporary assignment of the entire regional staff and of four staff members transferred from other regions to meet the emergency. To a lesser extent, other regions also had to suspend regular activities to meet war-connected situations.

The year 1942, therefore, which would have been

the first year of full operation of the administrative review in all States, was far from a normal period. Early in 1942 the methods and schedules in effect were thoroughly reviewed to eliminate steps which were proving unduly time consuming or unprofitable and to find ways in which the objectives of the review could be maintained on a basis consistent with existing conditions. Some such eliminations were made in consultation with regional staff members. Discussions of reduction in the scope of the review, however, brought from most regions a strong expression of opinion that completeness of review in fewer agencies would be more effective than greater volume with less adequate content. No substantial change was made, therefore, in the existing plan, and the regions proceeded to maintain coverage as best they could in the circumstances.

Comparisons of the number of local agencies reviewed during the 2 years are to some extent misleading. Not only do the local agencies in various States cover different geographical units, but in several States the review in the second year was related to a different and larger local unit than the first. In several States the unit reviewed in the second year was an administrative area which included a number of counties, because a review of the subdivisions in the first year had evidenced a high degree of uniformity within an area's administrations.

State Case Reviews

The 52,500 cases reviewed were only those read by the Bureau staff and do not include cases reviewed by State staffs. Information from States which have carried on some form of review of local operations and case decisions has been utilized to augment or support conclusions reached through the administrative review. The methods used are so varied, however, that the State coverage does not lend itself to comparable tabulation.

Most State agencies are fully aware of their responsibility for keeping informed of problems and progress of public welfare administration throughout the State and for making payments from their own as well as from Federal funds to eligible persons only, and they have developed some methods for carrying out that responsibility. Frequent and regular visits to local agencies by a staff of field representatives is, of course, the almost universal basis for general supervision. In some

States the reviewing of case decisions is part of the responsibility of the field representative; in others, it is so separate that its constructive use in improving local agency work is doubtful.

The administrative review has undoubtedly focused the attention of State agencies on methods of reviewing the work of local agencies and on the uses which can be made of a process which combines evaluation of method with a sampling of cases. A number of States have revised their methods in the last year or have decentralized their previous State office review and adopted a method similar to that used by the Bureau. In several States the Bureau's staff has assisted in developing schedules and methods for adapting the Bureau's administrative review to the agency's more direct supervisory purposes.

State Participation

Cooperative planning with the State and its participation in the process of the review was originally recommended to ensure maximum usefulness to the State and minimize the danger of interference with the State's supervisory relationship with local units. It was expected that such participation would take different forms, according to the State's own plan of supervision and the amount of staff time available. As a minimum it was expected that every State would assist in planning and assembling the data necessary for the selection of local agencies and cases for review. It was also necessary to depend on the State agency for preparing the local agencies, explaining the nature of the review and its relationship to the State agency's work. In these respects, State cooperation and participation has been wholehearted and complete; a letter written to county directors by the director of one State agency typifies the general attitude:

We feel that the entire department can gain much from this review and we are expecting our county workers to discuss the administration of the program freely and frankly with representatives of the Bureau of Public Assistance.

In about half the States, field representatives remain in the local agency after introducing the Bureau staff member and participate to a greater or less degree in the discussion of policies and in case scheduling. In most States, some members of the State staff have taken sufficient part in the complete review of a local agency to feel that they understand the process. In only a few instances

has it seemed unwise to encourage participation by State staff members, usually because they were already called upon to perform duties far in excess of their available time. When active participation has been possible, the consensus is that it was mutually helpful.

Many State agencies have participated in order to develop a review method as part of their own work. Since this use of the experience should materially affect methods of State supervision it is regarded as a most productive form of participation.

Providing Information to the State

It was part of the general plan adopted for the review that the annual reports, which are directed toward summary evaluation of the State programs, would be made available to the State agencies. It was also part of the plan to make information of administrative use to the State agency immediately available at any point in the review process. It was specifically provided that individual cases in which eligibility was in question would be brought to the attention of the State agency for appropriate action. In other respects the method of furnishing information to the State agencies was left to the discretion of the regional representative.

To avoid possible misinterpretations of the relationship of the Federal review to the supervisory responsibility of the State agency, the policy was adopted that the results of the review and evaluation of local agency performance would not be discussed with local agency staff either in the course of the review itself or in reports dealing with the individual agency. The responsibility for giving information to local agencies is left wholly with the State staff. In a few instances, particularly in larger agencies, the State has requested that the local director be present at a general discussion of the review in his agency. Occasionally States have passed the individual agency reports on to the local agency. In general, however, the information has been provided to the local agencies through discussions of the State field supervisor rather than in written form.

Annual State Reports

The annual report evaluating the administration of the assistance programs within the State summarizes the information obtained through the special field work carried on for the review and

relates it to the information available through general field relationships regarding State organization and administration, through reports of service Bureaus, statistical reporting, and other reports prepared by the State agency. The annual report is in narrative form and includes discussion of agency practices and evaluation of results in terms of the adequacy of treatment of applicants and recipients.

Generally, copies of the report are sent to the State with a request for a conference on the general evaluation of the program and on particular points which it seems desirable to discuss. At the time the report is presented, the type of action which the State might take to improve administration or correct problems is usually discussed. This conference sometimes results in a specific plan of the agency to explore certain questions more fully throughout the State. General recommendations concerning steps which the regional representative believes are desirable or necessary are usually made in connection with the annual report, either through discussion or in writing. Further discussion of particular aspects of the program is frequently continued over a period of time.

Following formal presentation to the State director or the State Board, the reports have almost invariably been discussed with the total field staff of the agency. The regional representative has usually been asked to participate in such discussions, but frequently the responsibility has been carried entirely by the State staff.

In the Washington offices of the Board as well as in the regions, the reports have provided concrete information for understanding and evaluating the operation of individual State programs. Through these reports, also, a body of information on State and local practices and operations is being built up which provides a factual basis for the development of Board and Bureau policies. While this use is a secondary purpose of the review, it is a significant aspect in planning for future development of the nature and scope of the review.

Reports on Individual Cases

Although the emphasis of the review is on determining the general level of practice in the State rather than on discovering individual errors, the responsibility for safeguarding the use of Federal funds in matching State payments makes it neces-

sary to assure correction of any specific instances in which it is found that there has been deviation from the plan or Federal requirements. This obligation has made it necessary to report to and consider with the State the situations found in individual cases and to make sure that financial adjustments are made if Federal matching has been improperly claimed.

To emphasize the Board's interest in the adequacy of public assistance programs, as well as in the question of Federal matching of payments, the referrals of individual cases include instances of deviation from the plan or Federal requirements, such as rejection of applications on the basis of local residence requirements or denial of the right to appeal. On such cases, the State is asked to provide an explanation or concur in the decision. Correction of the action in the individual case is not always practicable, but correction of policy or further interpretation to the agency staff involved may be important. If a question of conformity to the Federal act is involved, the extent of similar deviations in the State must, of course, be determined.

The cases which are referred for action and individual reply are limited to those in which there is a bona fide question of deviation from the mandatory provisions of the State plan defining eligibility, including those in which the record does not support the decision which was reached; those in which there is no current information to support the continuing payment of assistance; and those which show deviations from the other major requirements of the State plan or the Federal act.

In order to avoid delays in correcting errors, questions on individual cases are referred to the State as soon as possible after the review is completed in each local unit. The cases are reported by a special schedule which indicates the nature of the problem, describes the circumstances and the case record entries which raise a question about the validity of the action or decision, and provides an opportunity for the State to enter additional facts which, in its opinion, explain the action, or to indicate its agreement that an error was made. If, after review of such replies, it is decided that the claim for Federal matching was invalid, the State is asked to make the adjustment in its next expenditure report, and if there is reason to believe other errors of the same type are

extensive, the State is asked to extend its action to discover and adjust such cases. In the event that the State disagrees with the decision, or fails to take action, the procedure provides for the listing of appropriate exceptions in the next audit report, from which the State has the same opportunity to appeal as from all other audit exceptions. In no instance, up to the end of 1942, had it been necessary to make use of this procedure.

As a result of the review of 32,186 cases and applications in 47 State agencies, 9,342 individual cases were referred for attention and necessary action. Of this total, 2,057 were referred for the State's information only; 293 involved questions relating to denial of assistance or actions considered to be at variance with the State plan or the Federal act, but not involving payment. The remaining 6,992 represented questions relating to the determinations of initial or continuing eligibility and the amount or method of payment.

These 6,992 cases, which represented less than a fourth of all cases and applications reviewed, included a large number selected on a special basis because of known problems, many which were referred for the purpose of clarifying a doubtful or incomplete record, and some which were referred for the purpose of obtaining a more exact interpretation of the State's policy. Two-thirds of these cases were referred only because there had been no review of eligibility within 12 months and an affirmative statement on current eligibility could not be made. Most of them involved no specific reason for questioning eligibility, but the record contained no information to support the fact that continuing eligibility had been established. The majority of State plans provide that eligibility must be reviewed annually, and the referral and report on these cases provided a basis for evaluating the necessity for such a requirement. Reinvestigation usually proved that the recipient continued to be eligible, and in a large number of such cases it was found that needs had increased and an upward revision of the grant was indicated. In a few States the lack of reinvestigation over periods longer than a year was found to be so extensive as to constitute a major administrative problem, and the State was asked to reinvestigate and report on the general situation as well as on specific cases.

As would be anticipated from the types of questions included in the referrals, further infor-

mation provided by the State agency resulted in clearance of a large proportion of the questions. Of the first 15,077 cases reviewed in 28 States, 1,625 cases were referred as questions of Federal matching and all but 114 were cleared as a result of further information or investigation by the State agency.

Results of the Review

Since the focus of the review, as outlined in 1940, was on the aspects of State and local administration most closely related to the direct treatment of applicants and recipients, special attention was given to procedures for handling applications, for determining eligibility and amount of payment, and for handling complaints and appeals. Other procedures less directly associated with the action between agency and applicant or recipient were observed and analyzed in particular States as the need was indicated by other factors. During this period the effort was chiefly to learn what procedures were actually in operation in local agencies and to identify some of their effects as shown by the analysis of individual cases. Further analysis of some processes was left to future periods, or the need was called to the attention of the State agency for its own exploration.

Although the procedures especially selected for review were largely those carried out in local units of the State agency, the evaluation of performance in these areas was frequently a direct indication of strength or weakness in the broader basis of State operation.

Many of the inadequacies of performance were due to insufficient appropriations for assistance and for administration, legal limitations on eligibility and on the amount of assistance which can be paid to individuals, and the increasing problem of maintaining an adequate staff under wartime conditions. Correction of such limitations is largely outside the control of the State agencies themselves, but the factual analysis of their results has provided both the State agency and Federal staff with a basis for constructive effort to bring about changes.

Determination of Eligibility

In general, the determination of eligibility factors other than need was in accordance with the

approved plan. Questions relating to age, residence, citizenship, blindness, or relationship of the grantee to children appear to have resulted from isolated errors or deficiencies in recording rather than from any widespread deficiency in operations. Further analysis of methods used in determining certain factors, such as blindness, incapacity of parent, and absence from the home, would be productive from the standpoint of the possibility of broadening the interpretation, simplifying the procedures, and clarifying the responsibility for services to the recipients. In respect to need the major problem was underpayment, rather than eligibility. From the standpoint only of determining whether persons receiving assistance are eligible at the time a grant is approved, however, it would appear safe to rely in most States on the standards and supervision provided. The clarification of State plans, improvements in State supervision, and the discipline imposed through the eligibility audit during the formative period of State programs appear to have eliminated the earlier problems surrounding these factors of eligibility. The focus of emphasis on documentary proof and the rigidity of procedures for establishing these factors are, in fact, questions of greater concern in a number of States than the possibility of grants to ineligible persons, because of the delays in granting assistance or exclusions from the program on the basis of technical points of verification.

The reports on application procedures in 26 States indicated that 36 percent of all applications received had required 3 months or more for final action. This proportion is heavily weighted by 8 States in which insufficient funds was a major cause of delay, but in 8 of the other States which were not so handicapped the percentages were between 25 and 62 percent. Only 3 States had percentages of less than 10, including 1 State which had a legal requirement that applications must be acted upon within 30 days. The time required for State action in approving or reviewing local agency decisions, difficulties in making home visits because of travel conditions, lack of sufficient staff, as well as difficulties and delays in securing documentary verification were factors resulting in delay.

The extent to which maintenance of regular contacts between the agency and recipients assured continuing eligibility and adjustment of

assistance payments to changing needs was found to vary widely among States. Nine of the 40 States in which some 10,000 cases were selected had determined continuing eligibility within a 12-month period in every case; one State had not reviewed 50 percent of its cases; the other States were between these two extremes.

The extent to which continuing contacts were maintained also varied substantially among the three types of assistance. In one program there might be no contact with a large number of cases during a year while in the other programs, cases were visited several times. In contrast to 87.6 percent in the other two categories, there was some contact within a year in 97.7 percent of the aid to dependent children cases sampled, and in 74.5 percent there were two or more contacts.

In most instances, failure to maintain at least annual contacts with recipients was directly related to inadequate staffing due to limited administrative appropriations or high rate of staff turn-over. Since, however, agencies in apparently similar situations show marked differences in ability to review continuing eligibility, further analysis of the factors leading to these differences is indicated.

Adequacy of Assistance Payments

Of all eligibility factors, need is the one most difficult to establish and the determination of need is most difficult to review. Although the Federal act specifies that assistance shall be given to "needy" aged or blind persons or dependent children, and that in determining need all resources available to the applicant must be considered, the responsibility for defining need rests with the States. The variations in standards among States and in the methods provided by the State plans make it difficult to apply a uniform method of review or to make comparisons among States.

In reviewing determinations of need, the policies and standards established by the State plan are necessarily the primary basis for evaluating individual determinations and conformity of local agencies to the State standards. Since this is an area of administration in which State agencies are still experimenting, special attention was given to the effectiveness of the methods employed by the State as a basis for equitable treatment of recipients in similar circumstances and to the adequacy

of the standards in relation to the needs of the recipients.

Especial attention was, of course, given to the agency consideration of resources of recipients, and questions were referred to the State when there was incomplete evidence that all available resources had been considered or that need and the amount of payment had been established in accordance with the State plan. Many of these questions so referred were the result of incomplete recording or unclear policies rather than actual failure to consider resources or deviation from State standards. One of the byproducts of the review, it is believed, has been to focus the attention of the State agency on the improved recording of determinations of need.

In addition to determining whether or not, in individual cases, need had been established as an eligibility factor and that the payment did not exceed need, efforts were made, within the limitations of recorded information, to determine the extent to which the payment met the actual needs of the recipient, and if it did not, to identify the reasons.

Far more significant than the isolated instances of overpayment or failure to fully consider resources was the proportion of the cases reviewed in which the payment did not fully meet the need determined by the agency to exist. The variations in the level of assistance which State agencies attempt to provide, in the methods by which need is determined, and in the adequacy of recording make it impossible to estimate on a comparable basis the extent to which the agency determinations represented the total needs of the recipients. From the analysis of the records of individual cases, however, it is safe to say that the agency determinations understate total need to a substantial extent. Even within the incomplete standards provided by many agencies, payments in a large proportion of cases were found to be less than the amount the agency had determined as necessary. Of 14,188 cases analyzed in annual reports for 39 States and the District of Columbia, only 62 percent received the full amount. In 69 percent of the old-age assistance cases, the payments met need as determined by the agency; in aid to the blind the percentage was 60; whereas in aid to dependent children only 47 percent of the cases received payments equal to established need.

Chief reasons for underpayment are, of course,

the effect of Federal and State limitations on maximum payments and inadequate State and local appropriations. The extent to which the States were able to make payments equal to need varied considerably. In five States over 90 percent of the payments in all programs equaled the amount which had been determined necessary, whereas in nine, only 20 percent or less received the full payment.

The following table shows the number of States in which the assistance payment met need as established by the agency in specified percent of cases.

Percent of cases in which established need was met	Number of States			
	All programs	Old-age assistance	Aid to dependent children	Aid to the blind
90-100.....	5	10	2	13
80-90.....	7	7	4	4
70-80.....	4	3	2	1
60-70.....	5	2	3	1
50-60.....	3	4	2	2
40-50.....	2	1	4	2
30-40.....	3	1	5	1
20-30.....	2	3	3	3
10-20.....	2	3	10	1
0-10.....	7	6	0	6

Within a number of States, also, variations were found in the application of State standards as well as in funds available to local agencies; these variations are being further explored. Several States have already made improvements in defining and clarifying standards and in their supervision of local agencies, which give promise of more equitable treatment of recipients.

State Eligibility Requirements

In addition to the eligibility requirements set forth in the Federal act, some States have special requirements which further limit eligibility. Since grants to the States are based on operations in accordance with the plan which has been approved, it has been the Board's policy to deny matching for payments which are prohibited by such State requirements, even though they do not violate a Federal requirement. In reviewing determinations of eligibility, therefore, conformity to such State provisions has also been considered. Since such requirements are in the nature of exclusions, however, their chief significance is in the limitations which they place on the program and the added complications which are introduced for both the recipient and the agency in establishing

eligibility. In general, such provisions did not appear to constitute a major problem. Few cases representing violations were discovered, and few rejections of applications were traceable solely to these requirements. In several instances, however, the absence of information in case records led to a request to the State for the clarification of instructions regarding such requirements, and it was possible for the State, under its law, to make an interpretation which relieved the local agencies of the necessity of verifying the nonexistence of negative conditions, such as "not an habitual criminal or drunkard," except where there was positive evidence of such a condition. In one State the plan denied old-age assistance to persons who were "in need of institutional care," and a few cases were found in which local agencies had made payments to persons who would have been excluded by this provision, whereas other agencies had denied assistance on this basis although the applicant had suitable living arrangements outside an institution. These discrepancies in policy were brought to the State's attention, with the result that the State submitted new plan material broadening its definition to permit payments to persons who required physical care, if they were not in a public institution.

With respect to agency operation, the review revealed few departures from major provisions of the State's approved plan, but the observation of practices frequently threw new light on the meaning of the written provisions or revealed that the plan itself was not sufficiently complete to ensure uniform understanding and operation by local agencies.

A theme running through all the reports is the need for the State to amplify and clarify its instructions to its staff and to strengthen its supervision of local agencies. Almost without exception, inadequacies in local performance or variations in the practices found in local agencies were directly due to failure of the State agency to provide adequate guidance and leadership. Since this lack was equally apparent to the State agencies when the total picture was presented, the result most frequently and directly traceable to the review has been increased activity in the development of State manuals and other administrative material. Some States which had hesitated to provide definite instructions, because they doubted their authority or the wisdom of imposing State

requirements on local units of government, were able to see that the lack of clearly stated standards and policies was impeding the development of local agencies, as well as resulting in inequities to applicants and recipients. Conversely, some States with elaborate and detailed instructions began simplifying procedural requirements which were a burden to local agencies and clarifying definitions and policy.

Although many of the problems revealed through the review were already known to regional representatives in general terms, the review gave them specific information on the extent and relative importance of the problems and a factual basis for working with the States toward correction. After discussing the annual report with a State Board the regional representative reported, "This meeting provided the first real opportunity for members of the State Board and the regional representatives to discuss on a constructive basis our mutual problems." The same representative reported at the end of a year, "It is our opinion that the agency's program has made more real progress in the last year than in the entire previous period it had been in effect. We can safely say that the stimulation given State and county representatives through the entire review process has been responsible to a considerable degree for this progress."

For a number of States two annual periods of review had been completed by the end of 1942. In the second period the review followed, in general, the same plan as in the initial review but was directed toward obtaining a more representative picture of operations within the State. The reports for the second period, however, indicated improvement in certain phases of administration which had been described in the first report.

Modifications and changes in method and subject matter are to be expected in the further development of the review process, if it is to continue to be a useful tool in a growing program. In many aspects of State and local administration, the development of more nearly adequate criteria is necessary. Such a development, however, must take account of the widely varying conditions of law, organization, and geographic and social setting under which State public assistance agencies operate, and must necessarily follow general acceptance by the agencies themselves of the soundness of the standards to be applied.

The Blind—Their Number and Characteristics

BARKEV S. SANDERS*

AN ACCURATE ENUMERATION of the blind in the United States is not available. It is questionable whether such an enumeration could be made except through an elaborate case-finding method, since there is no precise and universally accepted definition of blindness, a lack which is undoubtedly in a measure responsible for the varied results of several attempts to enumerate the blind.

Efforts have been made to obtain a consensus on the extent of visual deficiency that an individual must have in order to be classed as blind. It has been agreed that the term cannot be restricted to persons who have no light perception whatsoever, but that it must include all whose vision is not sufficient for effective use. To define this larger group, various descriptive terms have been used, such as "economically," "vocationally," and "educationally" blind. The intent in broadening the concept of blindness is to include persons who may have enough vision to perceive light or motion but not to engage in normal everyday activities, such as attending school or following an occupation. In 1934 the American Medical Association, by resolution, adopted quantitative definitions of these terms as recommended by a committee appointed by the section on ophthalmology.¹

To the States participating in the Federal-State program of aid to the blind under the provisions of the Social Security Act, the Social Security Board has suggested a definition of economic blindness which conforms essentially to that adopted by the American Medical Association:

In terms of ophthalmic measurement, central visual acuity of 20/200 or less in the better eye with correcting glasses is generally considered as economic blindness. A field defect in which the peripheral field has contracted to such an extent that the widest diameter of visual field subtends at an angular distance of no greater than 20 degrees may be considered equally disabling.

This definition or one substantially similar is now used by most States with approved programs of aid to the blind, and it is used in this article.

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¹ "Proceedings of the House of Delegates of the American Medical Association," the Eighty-fifth Annual Session held at Cleveland, Ohio, June 11-15, 1934, p. 60.

Prevalence of Blindness in the United States

In terms of the definition adopted, the number of blind persons in our population is not known. The 1940 census did not enumerate the blind. Without any precise definition of blindness, the 1930 census attempted an enumeration and reported some 63,500 individuals as blind.² Enumerations made in a number of States or localities in the years preceding or following that census showed larger numbers of blind persons than were shown by the census.³

In the winter of 1935-36, the National Health Survey, in a house-to-house canvass of more than 25 million persons in 83 cities in 18 States, enumerated nearly 2,100 persons who were reported as blind in both eyes.⁴ When the rates obtained from this survey are applied to the total population in 1940 as given by the census, an estimate of more than 121,000 blind persons is obtained (table 1). The same rates give an estimated 126,000 for 1942. The National Health Survey, however, made no attempt to enumerate persons in institutions for the blind or blind persons in other institutions, such as homes for the aged, where the rate of blindness would be higher than in the general population. The estimates based on the Survey data should, therefore, be increased by at least the number of blind persons in institutions.⁵

It should be remembered that all enumerations like the National Health Survey or the census almost inevitably understate, for varying reasons, the number of persons with a particular physical defect such as blindness. There may have been failure to report blindness; the enumerator may

² Bureau of the Census, *The Blind and Deaf-Mutes in the United States, 1930*, Washington: The Bureau, 1931, p. 9.

³ Best, Harry, *Blindness and the Blind in the United States*, New York: The Macmillan Company, 1934, pp. 169-170.

⁴ Britten, Rollo H., "Blindness, as Recorded in the National Health Survey . . .," *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941), pp. 2191-2215.

⁵ Britten, op. cit., pp. 2192-2193, states: "It may be assumed . . . that the cases of blindness (both eyes) recorded in the Health Survey represent persons who were totally blind or had vision sufficient merely to distinguish between light and dark. Even for this group the figures are to be considered a minimum, both because of the recognized incompleteness of data obtained in general studies of the character of the Health Survey and the exclusion of most institutional cases . . . There were 18 persons, blind in both eyes, recorded as being in institutions for the care of disease for the entire 12 months immediately preceding the visit."

Table 1.—Prevalence of blindness, by age group and sex, 1940, estimated from National Health Survey data

Age group	Total		Male		Female	
	Population	Blind persons	Population	Blind persons	Population	Blind persons
Total.....	131,669,275	121,382	66,061,592	63,875	65,607,683	57,507
Under 5.....	10,541,524	600	5,354,808	420	5,186,716	180
5-9.....	10,684,622	1,159	5,418,823	585	5,265,799	574
10-14.....	11,745,935	2,048	5,952,329	1,274	5,793,606	774
15-19.....	12,333,523	1,524	6,180,153	997	6,153,370	527
20-24.....	11,587,835	2,036	5,692,392	1,461	5,895,443	575
25-29.....	11,096,638	2,738	5,450,662	1,813	5,645,976	925
30-34.....	10,242,388	3,081	5,070,312	1,769	5,172,076	1,312
35-39.....	9,545,377	4,110	4,745,659	2,560	4,799,718	1,550
40-44.....	8,787,843	5,004	4,419,135	3,139	4,368,708	1,865
45-49.....	8,255,225	6,694	4,200,269	3,914	4,054,956	2,780
50-54.....	7,256,846	7,445	3,752,750	4,478	3,504,096	2,967
55-59.....	5,843,865	9,857	3,011,364	6,184	2,832,501	3,673
60-64.....	4,728,340	10,081	2,397,816	5,361	2,330,524	4,720
65-69.....	3,803,657	13,531	1,896,088	7,605	1,910,569	5,925
70-74.....	2,569,532	16,031	1,270,967	8,954	1,298,565	7,077
75-84.....	2,267,619	24,577	1,080,997	10,183	1,186,622	14,394
85 and over.....	375,506	10,866	158,068	3,177	217,438	7,689

Source: Population from Bureau of the Census, *Sixteenth Census of the United States: 1940*; prevalence based on age and sex rates from unpublished data furnished by U. S. Public Health Service and *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941), p. 2196, table 4.

have forgotten to ask the question about it; the term may have been misunderstood, since many people assume that the blind are only persons with no light perception at all; there may have been reluctance to label a person as blind, especially if there was a real or fancied hope that the condition might improve; or the omission may have been inadvertent, especially if the person in question was a boarder or other nonrelated member of the household.

The National Health Survey enumerated partially blind persons separately from those blind in both eyes, the group under consideration in this discussion. The instruction given the enumerators was: "If a person is blind, indicate whether the blindness is in one eye or in both eyes by entering 'Yes' in one of the two allotted spaces. Do not ask if anyone is partially blind, but enter it (indicating by 'Yes' in the allotted space) when that information is voluntarily given you. Defective vision, unless causing almost complete blindness, is not included."⁶ In these circumstances there was little possibility of over-enumerating the blind in terms of the concept adopted in this discussion, but there was a strong likelihood that many who would have been considered blind on the basis of that definition were reported among the partially blind.

⁶ U. S. Public Health Service, *Manual of Instructions for Enumerators—Health Survey*, H. S. Form 14, Oct. 7, 1935, p. 34.

The National Health Survey enumeration may have had other important limitations. Although the survey included 23 predominantly rural counties, the sample from which data on the blind were derived was restricted to urban areas, where the rate of blindness appears to be less than in rural areas. The 23 counties were all in Georgia, Missouri, or Michigan and included less than 150,000 individuals; they could not therefore be considered representative of the rural areas for the country at large.⁷ Perhaps it is significant, however, that in each of these three States the rural population canvassed showed a higher rate of blindness than the total urban sample—109, 157, and 100 per 100,000 population for the rural counties in Michigan, Missouri, and Georgia, respectively, as compared with 83 for the urban sample.

There is other fragmentary evidence that the rate of blindness may be appreciably higher in rural than in urban areas. The 1930 census, for example, showed on the whole a higher rate in the predominantly rural States than in many urban States. In 66 cities of 100,000 or more population, moreover, the rate of blindness per unit of population was less than for the country as a whole; in only 32 cities of this size was the rate higher, despite the fact that many institutions for the blind and the aged are found within municipal areas, and that reporting of the blind is likely to be more complete in cities than in sparsely populated rural areas.

Two other crude measures of relative frequency of blindness in urban and rural areas can be derived from the 1930 census. In 20 States with cities of 100,000 or more population, the rate of blindness was lower in these cities than in the rest of the State; in 11 States with cities of 100,000 or more, the rate of blindness was higher in those cities than in the rest of the State; and in 1 State the rates were identical. The combined 1930 population of all cities of 100,000 or more accounted for 36,325,736 persons of whom 14,513 were enumerated as blind, giving a rate of 40 per 100,000 population. The corresponding rate for the rest of the country was 57.

Related closely to the urban-rural composition of the National Health Survey sample is its racial composition. Since the sample was restricted largely to urban areas, it failed to include a pro-

⁷ The urban sample included more than 700,000 households and more than 2.5 million individuals.

portionate representation of Negroes. In addition, Negroes were included with the white group in cities with small Negro populations. For the entire urban sample, the rates for the white and the Negro groups were 76 and 146 per 100,000, respectively—a 1 to 2 ratio. In the South, however, where Negroes were always enumerated separately, the rates were 74 and 217—a 1 to 3 ratio, and the differential was greatest in cities with populations of 25,000–100,000 (table 2).⁸

Census data for 1920 and 1930 also indicate a lower prevalence of blindness among the white population (including Mexicans) than among the nonwhite (table 3). The rates are 1.25 and 1.57 times higher for Negroes and 4.17 and 4.18 times higher for Indians than for the white groups in 1920 and 1930, respectively. For other nonwhite populations, the comparative rates are widely different for 1920 and 1930—0.42 and 1.42, respectively. The rate for Mexicans, given separately in the 1930 census, was 1.15 times that of the white population. In 1920, the rate for native white was somewhat lower than for the foreign born.

A sectional variation in the white-Negro differences in prevalence of blindness is also evident from census data, but unlike the findings of the

Table 3.—Prevalence of blindness and rate per 100,000 population, by race and sex, 1930 and 1920

Race	Blind persons			Rate		
	Total	Male	Female	Total	Male	Female
1930						
Total.....	63,489	36,529	26,960	52	59	44
White ¹	53,645	30,723	22,922	49	55	42
Negro.....	9,128	5,395	3,733	77	92	62
Indian.....	681	380	301	205	223	186
Other.....	35	31	4	(?)	(?)	(?)
1920						
Total.....	52,567	30,160	22,407	50	56	43
White ¹	45,737	26,133	19,604	48	54	42
Negro.....	6,302	3,742	2,560	60	72	49
Indian.....	488	252	236	200	201	198
Other.....	40	33	7	(?)	(?)	(?)

¹ Includes Mexicans.

² Not computed because of small number of cases.

Source: Bureau of the Census, *The Blind and Deaf-Mutes in the United States, 1930*, p. 15, table 5, and *The Blind in the United States, 1920*, p. 17, table 4.

National Health Survey the differential is not particularly high in the South. The highest differential occurs in the West North Central States, where the ratio approximates 1 to 3; the next highest is found in the Pacific and Mountain States, in all of which the ratio is greater than 1 to 2. From these evidences it may be concluded that some 20 percent of the blind population, i. e., 25,000–30,000, are Negroes, and that the rate of blindness for Negroes is at least twice that for the white population.

The limitations in the National Health Survey due to the nature of the sample, the exclusion of the institutional population, and incomplete reporting inherent in any canvass of this type indicate the need of marked upward correction of the returns to approximate the number of blind persons in our population. Corrections for under-enumeration resulting from these factors would probably raise the estimated number to some 160,000. The under-enumeration attributable to the more restricted definition of blindness may quite probably represent one-fourth to one-third of the reported total. In other words, the aggregate number of blind in the United States in 1940 may have been approximately 215,000 to 240,000.

However, as late as 1939, Harry Best, an authority on the subject of blindness, placed the total number of blind at about 110,000.⁹ In

⁸ Britten, op. cit., pp. 2205–2207, tables 12 and 13.

Table 2.—Rate of blindness per 100,000 population, by geographic division, size of city,¹ race, and sex, 1935–36

Geographic division and race	Rate			Size of city ¹ and race	Rate		
	Total	Male	Female		Total	Male	Female
South:				100,000 or more:			
White.....	74	75	72	White.....	74	78	68
Negro ²	217	257	183	Negro ²	194	225	168
Northeast:				25,000–100,000:			
White.....	70	74	65	White.....	66	66	67
Negro ²	152	176	131	Negro ²	232	309	172
North Central:				Less than 25,000:			
White.....	81	88	73	White.....	89	81	94
Negro ²	207	245	167	Negro ²	272	303	245
	Ratio of Negro to white rate (white=100)				Ratio of Negro to white rate (white=100)		
South.....	293	343	254	100,000 or more.....	262	288	247
Northeast.....	217	238	202	25,000–100,000.....	352	468	257
North Central.....	256	278	229	Less than 25,000.....	306	374	261

¹ South only.

² Includes small proportion of members of other races.

Source: Britten, Rollo H., "Blindness as Recorded in the National Health Survey . . .," *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941), pp. 2206–2207, tables 12 and 13.

⁹ Best, Harry, "Blindness: Definition and Statistics," *American Sociological Review*, Vol. 4, No. 4 (August 1939), p. 488.

selecting this figure Professor Best was probably relying primarily on the estimate made by Kenneth W. Revell, a member of the Health Survey staff.¹⁰ Mr. Revell himself considered 117,000 as the minimum estimate of the blind in the United States; his estimate was presumably obtained by applying the prevalence rate found by the National Health Survey to the population at large and adding 10,000 to represent the number in institutions for the blind.

On the basis of our definition, an estimate of 110,000 blind must be rejected as too low on several scores. First, a proper use of the findings of the National Health Survey, without any correction, gives an estimate considerably in excess of 110,000; for 1940 this number was more than 121,000. It has already been pointed out, however, that even this number is unduly low and requires upward correction.

The number of blind persons in receipt of public assistance of one form or another equals some 100,000 or possibly 110,000. In January of this year 79,000 persons were receiving aid to the blind

¹⁰ U. S. Public Health Service, National Institute of Health, *Blindness—Amount, Causes and Relation to Certain Social Factors* (Preliminary Reports, Sickness and Medical Care Series), Bulletin 10, 1938, pp. 1-2.

in the continental United States.¹¹ In addition, an appreciable number of blind persons aged 65 and over and others under 18 years of age receive assistance as aged individuals and as dependent children; still others are not in receipt of assistance but are being cared for by parents or relatives or are in institutions for the blind, the aged, and the chronically ill. Moreover, it cannot be assumed that all the adult blind are dependent on public resources. Registrations of the blind maintained in some States in connection with administering the aid to the blind program indicate that a substantial number of the blind are not eligible for aid, either because of their own resources or because they have relatives who are at least legally responsible for their maintenance.

There is supporting evidence for placing the number of blind in the general magnitude of 215,000 to 240,000. In connection with estimating the number of disabled persons in the population, the author made inquiry in 1938 of various national organizations for the blind concerning available estimates of the number of blind persons. After considerable exploration of the problem, it was concluded from those data that the rate of

¹¹ *Social Security Bulletin*, Vol. 6, No. 3 (March 1943), p. 50.

Table 4.—Estimated total number of blind persons and percentage distribution by age group, by sex,¹ 1942

Age group	Distribution based on 1930 census enumeration of the blind						Distribution based on National Health Survey enumeration of the blind					
	Total		Male		Female		Total		Male		Female	
	Estimated number of blind persons	Percentage distribution	Estimated number of blind persons	Percentage distribution	Estimated number of blind persons	Percentage distribution	Estimated number of blind persons	Percentage distribution	Estimated number of blind persons	Percentage distribution	Estimated number of blind persons	Percentage distribution
Total.....	230,000	100.0	128,860	100.0	101,140	100.0	230,000	100.0	120,359	100.0	109,641	100.0
Under 5.....	1,311	.6	737	.6	574	.6	1,094	.5	766	.6	328	.3
5-9.....	2,663	1.2	1,552	1.2	1,111	1.1	2,112	.9	1,065	.9	1,047	1.0
10-14.....	4,800	2.1	2,764	2.1	2,036	2.0	3,574	1.6	2,224	1.9	1,350	1.2
15-19.....	5,989	2.6	3,461	2.7	2,528	2.5	2,704	1.2	1,771	1.5	933	.8
20-24.....	5,984	2.6	3,605	2.8	2,379	2.4	3,751	1.6	2,092	2.2	1,659	1.0
25-29.....	6,287	2.7	3,773	2.9	2,514	2.5	5,042	2.2	3,351	2.8	1,691	1.5
30-34.....	7,364	3.2	4,676	3.6	2,688	2.7	5,722	2.5	3,307	2.7	2,415	2.2
35-39.....	8,165	3.6	5,081	3.9	3,084	3.0	7,738	3.4	4,812	4.0	2,926	2.7
40-44.....	9,743	4.2	6,060	4.7	3,683	3.6	9,281	4.0	5,798	4.8	3,483	3.2
45-49.....	11,958	5.2	7,499	5.8	4,459	4.4	11,985	5.2	6,965	5.8	5,020	4.6
50-54.....	15,673	6.8	9,777	7.6	5,896	5.8	14,142	6.1	8,447	7.0	5,695	5.2
55-59.....	16,567	7.2	10,204	7.9	6,363	6.3	15,544	6.8	11,588	9.6	6,956	6.3
60-64.....	19,140	8.3	11,410	8.9	7,730	7.6	19,133	8.3	10,127	8.4	9,006	8.2
65-69.....	24,097	10.5	13,331	10.4	10,766	10.6	26,461	11.5	14,833	12.3	11,628	10.6
70-74.....	25,321	11.0	13,590	10.6	11,731	11.6	30,380	13.2	16,936	14.1	13,444	12.3
75-84.....	45,295	19.7	22,677	17.6	22,618	22.4	47,158	20.5	19,447	16.2	27,711	25.3
85 and over.....	19,643	8.5	8,663	6.7	10,980	10.9	21,179	9.2	6,230	5.2	14,949	13.6

¹ To obtain distributions, the age and sex rates from the 1930 census and the National Health Survey were applied to estimated population in 1942 and then prorated to equal the estimate of 230,000 blind persons used in this article.

Source: Bureau of the Census, *The Blind and Deaf-Mutes in the United States, 1930*, p. 15, table 5, and *Fifteenth Census of the United States, 1930*, Vol. II, p. 576. National Health Survey age and sex rates obtained from unpublished data furnished by U. S. Public Health Service, and from *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941), p. 2196, table 4.

blindness in our population was 1.5 per 1,000, which would give for 1940 a total of nearly 200,000 blind persons in the population. An article in the 1941 *Social Work Year Book*¹² estimates the number of blind in the United States at between 200,000 and 250,000, or approximately 1.5 to 2.0 per 1,000; this estimate is based on State-wide surveys and statistics showing the number of blind persons on State assistance rolls, which are considered to give a better basis than existing census data for estimating prevalence. Finally, Ralph G. Hurlin, Director of the Department of Statistics of the Russell Sage Foundation and for years a member of the Committee on Statistics for the Blind, in estimates for that committee places the number of the blind at approximately 230,000.¹³ This estimate, corroborating closely those given above, has been adopted as the best approximation of the number of blind in this country.¹⁴

Characteristics of the Blind

In appraising the social and economic consequences of blindness it is necessary to know not only the number of blind persons in the population but also the characteristics of these individuals, such as age, sex, and capacity to engage in work or other productive activities. Although reliable information on characteristics of the blind is not available, an approximate knowledge of some of their characteristics may be deduced from analyses of the census and National Health Survey material. Also, some information concerning certain characteristics may be obtained from a study of recipients of aid to the blind.

Age and sex.—On the basis of the 1930 census returns, corrected to allow for changes in the age-sex composition of the population since that date, it is found that more than three-fourths of the estimated 230,000 blind persons are in ages 45 and over and about half are in ages 65 and over (table 4). The age and sex distribution of the blind derived from the National Health Survey data indicates more than four-fifths in ages 45 and over and more than half in ages 65 and over.

Table 5.—Rate of blindness per 100,000 population and percentage distribution by relief and income status, 1935-36

Relief and income status	Rate	Percentage distribution
Total.....	83	100.0
Relief.....	163	31.2
Nonrelief:		
Less than \$1,000.....	110	37.1
1,000-1,499.....	59	14.4
1,500-1,999.....	53	9.3
2,000-2,999.....	41	5.3
3,000-4,999.....	27	1.6
5,000 or more.....	33	1.1

Source: Britten, Rollo H., "Blindness as Recorded in the National Health Survey . . .," *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941), p. 2209, tables 16 and 17.

From the nature of the limitations of both these enumerations, there is reason to believe that under-enumeration was probably more marked among the aged, the very young, and girls in the late teens and twenties than among individuals in the intermediate ages. It may be assumed, therefore, that the true age distribution of the blind would show a somewhat higher proportion of blind individuals, especially females in ages under 30, and of both sexes in ages under 5,¹⁵ than is indicated in table 4; a lesser proportion in the intermediate ages; but a higher proportion in ages 65 and over. It is reasonable to assume, therefore, that at least 80 percent of the blind are over 45 years of age and 55-60 percent are 65 years of age or over.

Both the census and the National Health Survey enumerations indicate proportionately more males than females among the blind. According to the census, 44 percent of the blind are females; according to the National Health Survey, about 48 percent. If, however, it is correct to assume that the enumerations of the blind tend to understate most markedly the number among the aged, in which there is a larger proportion of women than men, and among girls in the teens and twenties, then it may be inferred that the actual prevalence of blindness among females would approximate more closely that among males than is indicated by these enumerations.¹⁶ Of course,

¹⁵ The reduction in the rate of blindness at birth, which has been particularly marked in recent years, may be offsetting in part the effect of under-enumeration of the blind in the early ages.

¹⁶ It is significant that the National Health Survey shows a prevalence rate for females in ages 15-24 which is only 42 percent of that for males. The corresponding percentage for ages under 15 is 69, rising progressively with age, so that for ages 75 and over the rate is considerably higher for females than for males. These variations suggest that in early adulthood, especially in ages 15-24, the relative under-reporting of blindness for females is more marked than for males.

¹² "Blindness and Conservation of Sight," *Social Work Year Book*, 1941, New York: Russell Sage Foundation, 1941, p. 75.

¹³ Unpublished data.

¹⁴ Another available estimate, 263,000 blind in 1940, is provided by the National Society for the Blind. They assume a uniform rate of blindness—2 per 1,000 of general population—in different States, an assumption which seems untenable. *Reasons for the Amendment to the Randolph-Sheppard Act and Evidence Supporting Its Practicability and Need*, compiled by Lawrence Q. Lewis, Washington: National Society for the Blind, 1941, p. 136.

the age distribution of the blind for the two sexes may be appreciably different, since industrial blindness is much more common among men than women. With progressive reduction in the incidence of blindness at birth and early infancy, it is conceivable that the higher rate of industrial blindness among males may in the future be a more predominant factor in causing a higher prevalence rate of blindness among males than among females.

Marital status.—Information on marital status of the blind is not available from the National Health Survey or from the 1930 census. In connection with the 1920 census, the Bureau of the Census sent questionnaires to all the blind reported by the enumerators, by schools of the blind, and by other sources. Of the 52,567 blind to whom questionnaires were sent, 40,913 replied. The percentage distribution by marital status of those in ages 15 and over who reported was as follows:

Marital Status	Males	Females
Single.....	33.9	34.5
Married.....	44.4	36.5
Widowed.....	17.9	25.6
Divorced.....	2.3	1.8
Not stated.....	1.5	1.6

Because of changes since 1920 in the composition of our population, particularly the blind population, these percentages would be appreciably different at the present time. Moreover, those who replied to the questionnaire cannot be assumed to have been a representative sample of the blind population at that time. These percentages must therefore be regarded as, at best, only suggestive. It would seem that the present distribution by marital status might be more nearly as follows:

Marital Status	Males	Females
Single.....	35	40
Married.....	35	29
Widowed.....	25	38
Divorced.....	5	2

Whether these hypothetical percentages or those given by the census are accepted, it is apparent that the proportion of married among the blind is much lower than in a comparable group of persons with normal sight. For social and economic reasons, opportunities for marriage are obviously

Table 6.—Number and percentage distribution of blind persons 10 years of age and over by economic status, by sex, 1920

Economic status	Number of blind persons			Percentage distribution		
	Total	Male	Female	Total	Male	Female
Total.....	39,636	23,251	16,385	100.0	100.0	100.0
Not gainfully employed.....	32,459	17,344	15,115	81.9	74.6	92.2
Gainfully employed.....	7,177	5,907	1,270	18.1	25.4	7.8
Self-supporting.....	3,019	2,650	369	42.1	44.9	29.1
Not self-supporting.....	3,930	3,088	842	54.7	52.3	66.3
Not reporting ability to support self.....	228	166	59	3.2	2.8	4.6
Dependent on occupation.....	5,392	4,642	750	75.1	78.6	59.1
Not dependent on occupation.....	1,565	1,118	447	21.8	18.9	35.2
Not reporting dependence on occupation.....	220	147	73	3.1	2.5	5.7
Reporting annual earnings from occupation.....	5,015	4,143	872	69.9	70.1	68.7
Less than \$100.....	865	530	335	12.1	9.0	26.4
100-199.....	715	585	130	10.0	9.9	10.2
200-299.....	590	482	78	7.8	8.2	6.1
300-399.....	583	475	108	8.1	8.0	8.5
400-499.....	352	300	52	4.9	3.1	4.1
500-599.....	406	362	44	5.7	6.1	3.5
600-799.....	453	404	49	6.3	6.8	3.9
800-999.....	319	284	35	4.4	4.8	2.8
1,000-1,499.....	239	217	22	3.3	3.7	1.7
1,500-1,999.....	163	153	10	2.3	2.6	.8
2,000 or more.....	360	351	9	5.0	5.9	.7
Not reporting annual earnings from occupation.....	2,162	1,764	398	30.1	29.9	31.3
Self-supporting.....	856	750	106	11.9	12.7	8.3
Not self-supporting.....	1,165	898	267	16.2	15.2	21.0
Not reporting ability to support self.....	141	116	25	2.0	2.0	2.0

Source: Bureau of the Census, *The Blind in the United States: 1920*, pp. 70-73, tables 36 and 37.

more restricted among the blind; separation and divorce may be more likely if blindness occurs subsequent to marriage; and some blind persons may be reluctant to marry because of eugenic or other considerations. All these factors, as well as the concentration of the blind in the older ages, contribute to the different marital composition of the blind population.

Economic status.—The National Health Survey indicates that blindness, like other types of physical handicap, is most prevalent among the groups least favored economically (table 5). For the relief population,¹⁷ a rate of blindness of 163 per 100,000 population was found. The rate for persons in nonrelief families with incomes of less than \$1,000 per year was 110; for those in families with incomes of \$1,000-1,500 the rate was 59, gradually decreasing to 33 in families with incomes of \$5,000 or more.

The Survey also showed that nearly one-third of the blind were in families on relief in the winter of

¹⁷ A family was classed as on relief if any of its members had received relief at any time in the 12 months preceding the date of the canvass.

1935-36; more than a third were in families not on relief but with annual incomes of less than \$1,000; 14 percent were in families with incomes of \$1,000-1,500; and the families of less than 3 percent had incomes of \$3,000 or more.

In view of the fact that the findings refer to family income, they are essentially in accord with data presented by Harry Best¹⁸ from a study of blind persons in Minnesota in 1923; that study indicated that some 48 percent of the males and 36 percent of the females were partly or wholly self-supporting. Ruth F. Sargent attempted to follow up 500 children who left the Pennsylvania Institution for the Instruction of the Blind during the years 1907-22.¹⁹ She obtained direct replies from 185 and information from other sources about an additional 152. Nearly 54 percent of the 337 were self-supporting. The fact that these persons attended school indicates that they were a selected group, both in intelligence and in economic standing. Moreover, since a substantial number of cases were not heard from, it is reasonable to infer that there was some selective reporting, i. e., the poorest ones did not reply. The percentage of self-support is therefore probably higher for this sample than generally for persons who are born blind or who become blind in their early youth.

On the whole, available information indicates that between one-half and two-thirds of the estimated 230,000 blind are needy. There is reason to believe that about 50 percent are in receipt of some form of public assistance or are being cared for in public institutions. In addition, some of the blind, though not self-supporting, are being cared for by parents or other relatives. There are probably others who, though needy, are not receiving public assistance primarily because of limited funds in certain States, or because they have relatives legally responsible for their care and are therefore not eligible for public assistance.

Employment status.—Closely associated with the economic status of the blind is their employment status. The census for 1920 indicated that 25 percent of the males and 8 percent of the females 10 years of age and over who responded to the special questionnaire were gainfully employed (table 6). The returns from the 1910 census were not materially different. The National Health

Survey found 19 percent of the male and 2 percent of the female blind actually employed in the winter of 1935-36. These findings are not inconsistent with the findings of the census, since the latter information was restricted to persons who replied to the questionnaire. Moreover, during a period of extensive unemployment, proportionately fewer blind are likely to be gainfully employed than in normal times. In various studies dealing with the physical characteristics of the unemployed, 20-30 percent of the relief population of working age have been found to be seriously handicapped.

Aside from the fact that only a small proportion of the blind are gainfully occupied, their earnings average substantially less than the earnings of able-bodied individuals. According to the 1920 census, the median annual earnings of blind workers amounted to \$400 for males and \$178 for females. Substantiating the preceding discussion concerning the economic status of the blind, these facts indicate that, even in normal times, only about 15-20 percent of the blind can be regarded as able to provide for themselves through current earnings. Perhaps another 10-15 percent are supported by parents or other relatives, and an additional 15-20 percent who became blind late in life may have savings or other reserves. The others, who even in normal years must number about half the total group, are dependent on assistance of one form or another.

Intelligence.—A number of studies, summarized by Pintner and his associates,²⁰ have been made to determine the intelligence and learning ability of the blind. The weight of available data indicates a higher proportion of dull and feeble-minded cases among blind persons, though the proportion with superior intelligence is not appreciably smaller than among sighted individuals. This finding is on the whole consistent with expectations, since some causes of blindness are preventable and occur much less frequently among the more intelligent groups of the population. Available studies also indicate that, grade for grade, the blind have educational attainment comparable to the seeing, but the fact that the blind in a given grade are considerably older connotes some educational

¹⁸ *Blindness and the Blind*, op. cit., appendix A, p. 689, table 20.

¹⁹ Sargent, Ruth F., *What Can the Blind Do? A Study of 500 Former Pupils of the Pennsylvania Institution for the Instruction of the Blind*, Overbrook, Pa.: The Institute, Publication No. 3, 1924, 31 pp.

²⁰ Pintner, Rudolph; Elsenon, Jon; and Stanton, Mildred, *The Psychology of the Physically Handicapped*, New York, 1941, chapter 7, pp. 207-251. The conclusions reached by these authors are essentially borne out by another recent study, *Contributions to a Psychology of Blindness*, by Samuel Perkins Hayes, American Foundation for the Blind, Inc., New York, 1941, 296 pp.

retardation. Such a finding is not surprising, in view of their physical handicap, lower average intelligence, and the limitations imposed by the use of Braille.

Studies of special abilities of the blind do not support, by and large, the early popular belief that the blind have special acuity of other senses. On the whole, what superior performance they have can easily be accounted for in terms of use and exercise rather than acuity of other senses.

Characteristics of the Blind in General and Those Accepted for Public Assistance

Although information is not available with respect to the characteristics of persons receiving aid to the blind,²¹ data are available on certain characteristics of applicants accepted for assistance during the fiscal years 1937-38 through 1939-40 in States collaborating in this program under the Social Security Act (table 7). These characteristics are compared in table 8 with those of the blind in general.

Age.—The proportion of blind persons under 15 years of age was smaller among applicants accepted for assistance than among those recorded by the censuses and the National Health Survey. Similarly, there were proportionately fewer applicants aged 15-19 than were found in the census enumerations, but slightly more than were found in the National Health Survey. The fact that the institutionalized blind were omitted from the latter must be considered to affect its findings on individuals of school age. The difference between the proportion of applicants under age 20 who are accepted for aid to the blind and the proportion of the general blind population in those ages can be explained largely by the relatively small number of blind children and youths who need to apply for public assistance; most of them are either cared for by parents or other relatives or are in institutions. Moreover, some of the blind children under 18 on the assistance rolls are receiving aid to dependent children rather than aid to the blind.

The only other age group in which a smaller proportion of blind persons is found among those accepted for assistance than in the general population is the group 65 years of age and over. Some of this difference arises from the fact that a

²¹ A monograph, "Causes of Blindness Among Recipients of Aid to the Blind," dealing with blind recipients in 20 States is now in preparation and is scheduled for early issue by the Social Security Board.

Table 7.—Number and percentage distribution of applicants accepted for aid to the blind in States with plans approved by the Social Security Board, by selected characteristic, fiscal years 1937-38-1939-40

Characteristic	Applicants accepted during fiscal year							
	Number				Percentage distribution			
	Total	1937-38	1938-39	1939-40	Total	1937-38	1938-39	1939-40
<i>Number of States reporting</i>		39	42	43		39	42	43
Total	38,184	18,550	11,181	8,453	100.0	100.0	100.0	100.0
AGE								
Under 16	250	64	119	67	.7	.3	1.1	.8
16-20	702	275	239	188	1.8	1.5	2.1	2.2
21-44	8,878	4,675	2,452	1,751	23.4	25.4	22.1	20.8
45-64	16,073	7,940	4,506	3,627	42.3	43.0	40.6	43.0
65 and over	12,083	5,494	3,763	2,796	31.8	29.8	34.1	33.2
Unknown	198	102	72	24				
SEX								
Male	22,589	11,154	6,563	4,672	59.2	60.1	58.7	57.6
Female	15,595	7,396	4,618	3,781	40.8	39.9	41.3	42.4
RACE								
White	28,665	13,677	8,370	6,618	75.1	73.7	74.8	73.3
Negro	8,858	4,575	2,604	1,679	23.2	24.7	23.3	19.9
Other	661	298	207	156	1.7	1.6	1.9	1.8
EMPLOYMENT STATUS								
Gainfully employed	2,161	1,247	526	388	5.7	6.7	4.7	4.6
Sheltered employment	406	262	64	80	1.1	1.4	.6	1.0
Self-employment	1,087	618	274	195	2.9	3.3	2.4	2.3
Other employment	668	367	188	113	1.7	2.0	1.7	1.3
Not gainfully employed	35,023	17,303	10,655	8,065	94.3	93.3	95.3	95.4

¹ Excludes Pennsylvania, which had an approved plan only during first part of 1937-38

substantial number of blind persons receive old-age assistance rather than aid to the blind. Another factor is the possibility that persons who become blind when they are near or past age 65 have accumulated greater resources of their own than have persons who are blind from birth or from their early years.

Sex.—Relatively more men are found in the assistance group than in the National Health Survey or even in the census. Assuming that dependency among persons who are born blind or become blind early in life may be as great among men as among women, an explanation of the preponderance of men on the assistance rolls might lie in the fact that more men than women become blind and dependent in the middle years from industrial hazards and other causes. It is also possible that parents and other relatives are more willing to provide care for women than for men.

Race.—The relative number of Negroes was considerably higher among applicants accepted

for assistance than among the blind in the general population. The difference is not surprising, however. As has been indicated, enumerations like the census and the National Health Survey tend to understate the prevalence of blindness among the Negro population. The major reason for the higher proportion of Negroes in the assistance group is, however, their generally lower economic status. Moreover, the fact that, by and large, States with a high proportion of Negroes in the population had no well-developed State program for aid to the blind before the Social Security Act was passed undoubtedly contributes toward the greater representation of Negroes among applicants accepted after the Federal act went into effect.

Marital status.—The proportion of married persons was about the same among persons accepted for aid to the blind and the blind individuals enumerated by the 1920 census. There was also little difference in the relative numbers of widowed. A sharp discrepancy occurs in the proportion reported as single and those divorced or separated. The smaller proportion of single persons in the assistance group as compared with the general blind population can be explained by the relatively small number of persons under age 20 who are receiving aid to the blind. For the divorced and separated, the discrepancy is probably attributable in part to more accurate information obtained on marital status of persons accepted for assistance. The census understates the number of divorced, and generally enumerates as married those persons who are separated. It is possible also that the occurrence of blindness and the consequent economic insecurity may themselves contribute to the disintegration of the family; in the case of families where there was no dependency, separation or divorce may have caused dependency for one or both of the partners involved. To a lesser extent than in the case of single persons, the difference in age composition of the two groups also contributes to the divergence in marital status.

Employment status.—As was to be expected, a smaller proportion of persons accepted for aid to the blind reported gainful employment than in the general blind population—less than 6 percent of the former, as compared with 10.5 percent in the National Health Survey and 18 percent of those who responded to the special questionnaire in the 1920 census.

Prevention and Rehabilitation

It has been variously stated that from two-thirds to three-fourths of all blindness is preventable. While no satisfactory figures are available to substantiate this estimate, it is certain that much blindness can be prevented. Since few blind persons recover their sight, since blindness is a handicap offering only limited encouragement for rehabilitation, and since opportunity for employment is comparatively limited for the blind, prevention is of the utmost importance.

The probability that more than half the blind are in ages 65 and over places a certain restriction on occupational rehabilitation, but that fact should not receive undue weight in considering the need for preventive and rehabilitative measures.

Table 8.—Comparison of characteristics of blind persons

Characteristic	Percentage distribution of applicants accepted for aid to the blind ¹	Percentage distribution of blind persons enumerated in—		
		National Health Survey ²	1930 census ³	1920 census ⁴
AGE				
Under 15.....	0.6	3.4	5.4	8.0
15-19.....	1.4	1.3	3.2	4.7
20-44.....	23.9	16.7	19.0	21.2
45-64.....	42.3	29.7	28.1	26.7
65 and over.....	31.8	48.7	44.3	39.4
SEX				
Male.....	59.2	50.5	57.5	57.4
Female.....	40.8	49.5	42.5	42.6
RACE				
White.....	75.1	—	83.2	87.1
Negro.....	23.2	—	14.4	11.9
Other.....	1.7	—	2.4	1.0
MARITAL STATUS				
Both sexes:				
Married.....	38.0	—	—	37.2
Widowed.....	25.1	—	—	20.0
Single.....	25.8	—	—	35.0
Divorced or separated.....	11.1	—	—	1.8
Males:				
Married.....	—	—	—	45.2
Widowed.....	—	—	—	18.2
Single.....	—	—	—	34.3
Divorced or separated.....	—	—	—	2.3
Females:				
Married.....	—	—	—	25.8
Widowed.....	—	—	—	37.3
Single.....	—	—	—	35.8
Divorced or separated.....	—	—	—	1.1
EMPLOYMENT STATUS				
Gainfully employed.....	5.7	10.5	—	17.9
Sheltered employment.....	1.1	—	—	—
Self-employment.....	2.9	—	—	—
Other employment.....	1.7	—	—	—
Not gainfully employed.....	94.3	89.5	—	82.1

¹ Under the Social Security Act, fiscal years 1937-38 through 1939-40.

² Data from Britten, Rollo H., "Blindness, as Recorded in the National Health Survey," *Public Health Reports*, Vol. 56, No. 46 (Nov. 14, 1941): age, from table 2, p. 2194; sex, from table 1, p. 2194; employment status, from table 21, p. 2212.

³ Data from Bureau of the Census, *The Blind and Deaf-Mutes in the United States, 1930*, Washington: The Bureau, 1931: age and sex, from table 5, p. 15; race, from table 3, p. 10.

⁴ Data from Bureau of the Census, *The Blind in the United States, 1920*: age, sex, race, and marital status, from table 4, p. 17; employment status from table 11, p. 25.

ures for the blind. According to the 1920 census, 36 percent of the blind became blind before their twentieth birthday, even though only 13 percent of the blind reporting were under age 20; more than 43 percent became blind between the ages of 20-64, and 48 percent of the blind were in these ages in 1920; only 19 percent of those reporting became blind on or after their sixty-fifth birthday, while 38 percent of the blind had reached age 65 or over. The ratio of those who had become blind in early youth to those becoming blind in more advanced ages would have changed since 1920, because of the increased proportion of the aged in our population and because of the reduced occurrence of blindness at birth and in early infancy. On the other hand, it is reasonable to assume that the 1920 census may have over-represented the number becoming blind in later life, since they probably had a greater chance of being included

in the census and of responding to the special questionnaire than did those blind from birth or early youth. For that reason, the relative differences between attained age and age at onset may not be greatly different now from the 1920 findings.

The vocational adjustment of the blind presents two problems: guidance and placement of those who lose their sight in childhood or at birth and occupational and social readjustment of those who become blind in adult life. It is important to realize that many of the blind are of such advanced age that they would probably not be employed even if they did not suffer from their handicap. For these, society should provide means to help them adjust to their handicap, socially and emotionally. Both prevention of blindness and to a lesser extent rehabilitation will net valuable social returns.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

Hidden Declines in General Assistance Rolls

Increased employment opportunities have had a greater impact upon the general assistance program than has been revealed by the trend in the number of cases (see chart 1). Single persons and small-family groups constitute a much greater part of the general assistance load than at the start of the defense period. Consequently, the trend in the number of cases does not reflect the actual drop in the assistance rolls, and increases in average payments are not commensurate with their significance. Information on the number of persons included in general assistance cases is not available for all States; this analysis includes data from 38 States that reported such information both early in the defense period (July 1940) and in July 1943.

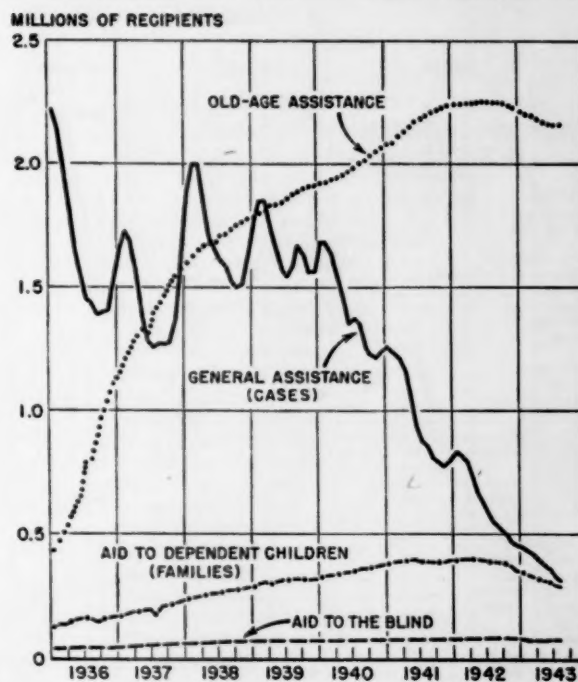
The average number of persons per case declined fairly steadily in the 38 States—from 2.9 in July 1940, to 2.6 a year later, to 2.3 the following July, and to 1.9 persons per case in July 1943. Thus, even had there been no change in the number of cases receiving assistance during the 3-year period, there would still have been a decrease of approximately 35 percent in the number of persons aided under the program.

Increased employment opportunities have enabled many families with employable members to leave the assistance rolls entirely; in some cases the employment has enabled part of the family to become independent, thereby leaving a smaller number of persons on the rolls. Some families without employable members have been shifted from general assistance to aid to dependent children. Until recently, the "typical" general assistance case was thought of as a family, usually with children. Now the typical case consists of only one person. Such cases constituted 60 percent of the July 1943 load as compared with 36 percent in July 1940. Excluding one-person cases, the average family case in July 1940 contained 4.0 persons, a year later 3.8 persons, the following year 3.6 persons and by July 1943 this average had dropped a little below 3.3 persons.

Although differing conditions have naturally resulted in a lack of uniformity among the States

in the average size of assistance cases, there is a surprising amount of consistency between individual State trends and the national trend. Each State, for example, reported an increase from July 1940 to July 1943 in the proportion of its cases including only one person. In only three of the States was this increase less than 10 percent. The average number of persons per case decreased over the 3-year period in each State; the average

Chart 1.—Recipients of public assistance in the continental United States, January 1936–August 1943



number of persons per family case decreased in every State except Louisiana, where the average family case in July 1940 was already smaller than in any other State.

A comparison of average payments in 1940 and in 1943 should not be made without taking into account the substantial decline in the size of general assistance cases. Averages computed on the basis of either cases or persons are not reliable enough for comparative purposes. Since an average payment based on cases is generally lower if

small families predominate than if large families are in the majority, an increase in the proportion of one-person cases and small-family cases makes the average payment per case lower than it otherwise would be. On the other hand, an average payment based on persons is generally higher for small families than for large ones, partly because certain household expenses are not proportionate to the size of family; an increase in the proportion of one-person cases and small-family cases, therefore, makes the average payment per person higher than it otherwise would be.

A comparison may, however, be made of the average payment for cases of a given size in July

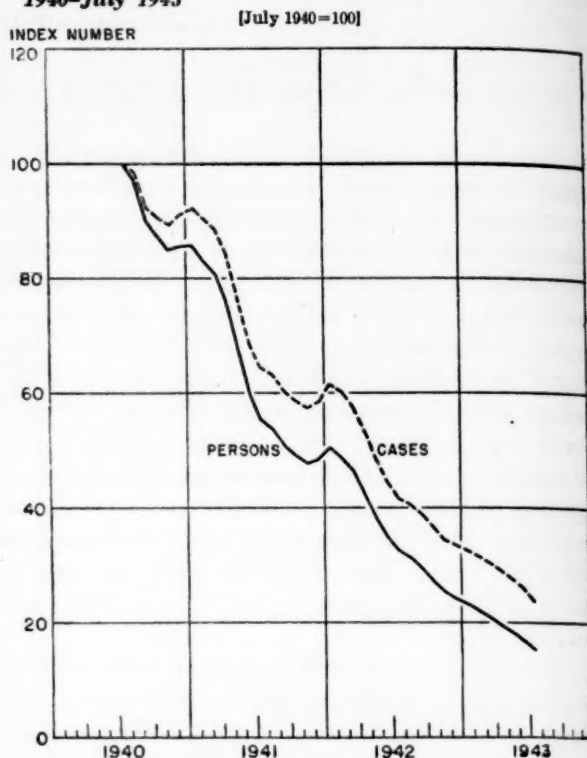
Table 1.—Average number of persons per case and per family case receiving general assistance in 38 States, July 1940 and July 1943

State	Average number of persons per—			
	Case ¹		Family case ¹	
	July 1940	July 1943	July 1940	July 1943
Total, 38 States.....	2.9	1.9	4.0	3.3
Alabama.....	1.6	1.4	2.7	2.5
Arizona.....	3.0	2.0	4.1	2.9
Arkansas.....	2.1	1.6	3.2	2.7
California.....	2.8	1.7	3.9	3.6
Colorado.....	3.0	2.1	3.8	3.3
District of Columbia.....	2.2	1.3	3.4	2.6
Georgia.....	2.5	2.0	3.7	3.4
Idaho.....	2.1	1.6	3.3	2.8
Illinois.....	2.7	2.0	3.9	3.3
Iowa.....	3.4	2.4	4.0	3.5
Louisiana.....	1.6	1.5	2.6	2.7
Maine.....	3.6	2.6	4.6	4.1
Massachusetts.....	3.2	1.9	4.2	3.6
Michigan.....	3.2	2.3	3.9	3.3
Minnesota.....	3.0	2.0	4.0	3.1
Mississippi.....	3.0	2.3	4.1	3.7
Missouri.....	2.8	2.0	3.6	3.3
Montana.....	2.2	1.7	3.7	3.0
Nebraska.....	2.9	1.9	3.7	2.9
Nevada.....	2.1	1.7	3.6	2.8
New Jersey.....	2.8	1.6	3.9	3.1
New Mexico.....	2.7	2.3	3.8	3.6
New York.....	3.1	2.1	4.0	3.2
North Carolina.....	3.0	2.2	3.9	3.4
North Dakota.....	3.5	2.1	4.5	3.6
Ohio.....	2.8	1.9	3.9	3.3
Oregon.....	2.4	1.7	3.5	3.2
Pennsylvania.....	3.0	1.3	4.4	2.7
Rhode Island.....	3.7	2.1	4.6	3.4
South Carolina.....	1.6	1.4	2.7	2.3
South Dakota.....	3.0	2.2	3.8	3.5
Utah.....	2.8	1.6	4.0	2.8
Vermont.....	3.3	2.2	4.7	3.9
Virginia.....	3.0	2.0	4.2	3.3
Washington.....	2.1	1.6	3.5	3.0
West Virginia.....	3.4	2.3	4.4	3.6
Wisconsin.....	3.3	2.2	4.3	3.4
Wyoming.....	2.4	1.7	3.6	3.5

¹ Includes 1-person cases.

² Excludes 1-person cases.

Chart 2.—General assistance: Index of trend in cases and persons ¹ in the continental United States, July 1940–July 1943



¹ Index of persons estimated on basis of data from 38 States.

1940 with the average payment for cases of the same size in July 1943 so as to remove the influence of changes in the average size of assistance cases. These averages for each size of case may then be combined into averages for the total case load, by keeping the distribution of cases constant for both years. Computed on this basis, the average payment for 33 States ¹ in July 1943 was somewhere between 31 and 46 percent larger than the payment that would have been received by the same recipients at July 1940 averages. The substantial effect that changes in size of case may have upon averages is clear when this adjusted increase in average payment is compared with the increase for the 33 States of 16 percent in average payment per case and of 75 percent in average payment per person.

¹ Five of the thirty-eight States did not report the data needed for this analysis.

Present Size of Public Assistance Loads in Relation to Population

Over the past year, the number of recipients has decreased under all the assistance programs, as jobs have opened up for recipients or their relatives. Allowances to dependents of men in the armed forces, paid since October 1942, have also enabled an increasing number of recipients to leave the assistance rolls. General assistance and aid to dependent children have registered the most appreciable declines.

In July 1943, among 1,000 persons in the population 65 years of age or over, 223 were receiving old-age assistance; among 1,000 children under 18 years of age in the population, 18 were receiving aid to dependent children; and among 100,000 persons in the total population, 59 were receiving aid to the blind.¹ In 38 States for which data are available on the number of individuals receiving general assistance, this type of aid was received by 520 persons among 100,000 persons in the total population. In the United States, however, the ratio of persons receiving general assistance to total population was smaller; the 11 States for which data are not available include one-fifth of the population but a considerably smaller percent of all general assistance cases.

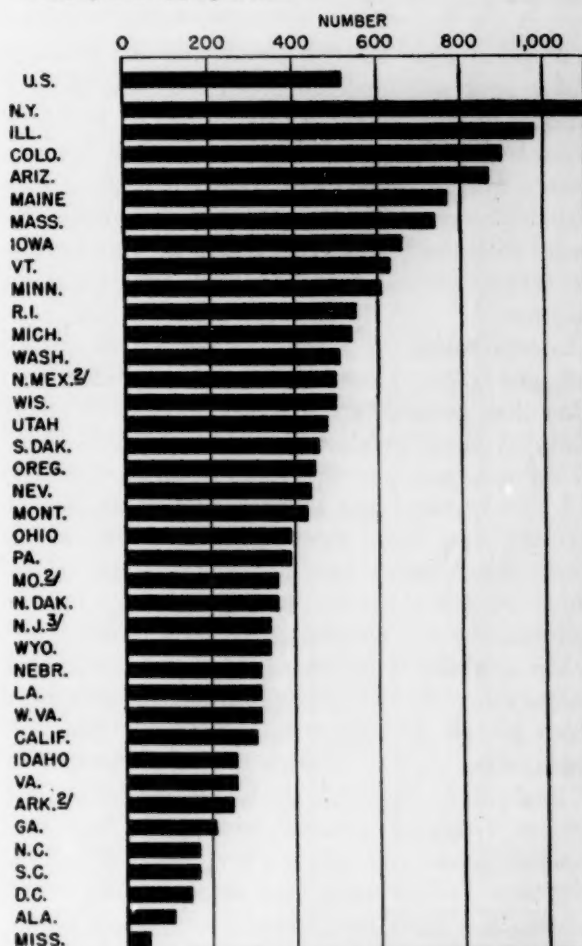
Ratios between the number of recipients under each program and the size of population groups relevant as to age afford current measures of recipient loads in terms of the population groups at risk. Age groups as defined in the Social Security Act are used in computing rates for old-age assistance and aid to dependent children; total population is used for aid to the blind and general assistance because eligibility for these types of assistance is not restricted to a particular age group. Unfortunately, data are lacking on the number of people in the population whose means are too small to provide them with the basic necessities of life. Recipient rates, therefore, do not show the extent to which the various States are achieving the goal of providing assistance for all persons who are in need; they furnish, however,

the best information available on the population recognized to be needy and assisted by each State.

General Assistance

Recipient rates for general assistance are shown for the first time with the publication of rates for July 1943. Recipients of general assistance are usually reported in terms of cases, which comprise both single individuals and families of varying sizes; case figures therefore are only roughly comparable to population data. Only the States

Chart 3.—General assistance: Number of persons aided in the continental United States per 100,000 population, by State, July 1943¹



¹ For recipient rates under the three special types of public assistance in January 1943 and a discussion of the factors influencing variations in rates among the States, see the *Bulletin* for April 1943, pp. 25-27. The percentage change in rates since January shown in tables 2, 3, and 4 on the following pages were, in a few States, based on revised figures for number of recipients in January.

² Civilian population as of May 1, 1942, from preliminary estimates of the U. S. Bureau of the Census, based on data from sugar-ration registrations.

³ State program only; excludes program administered by local officials.

⁴ Includes unknown number of cases receiving medical care, hospitalization, and burial only.

for which data by persons permit more accurate recipient rates are included here (chart 3); if all States had been included in the ranking, the relative positions of some of these 38 States would be different.

The proportion of persons aided per 100,000 population in July 1943 in individual States shows wide variation. New York State aided more than

State	Rate	State	Rate	State	Rate
United States.....	523	New Mexico.....	505	Nebraska.....	324
New York.....	1,096	Wisconsin.....	500	Louisiana.....	319
Illinois.....	980	Utah.....	479	West Virginia.....	317
Colorado.....	895	South Dakota.....	456	California.....	308
Arizona.....	866	Oregon.....	450	Virginia.....	261
Maine.....	771	Nevada.....	435	Idaho.....	257
Massachusetts.....	743	Montana.....	431	Arkansas.....	251
Iowa.....	658	Ohio.....	394	Georgia.....	207
Vermont.....	632	Pennsylvania.....	389	North Carolina.....	171
Minnesota.....	610	Missouri.....	364	South Carolina.....	171
Rhode Island.....	554	North Dakota.....	363	Dist. of Columbia.....	146
Michigan.....	536	New Jersey.....	341	Alabama.....	113
Washington.....	515	Wyoming.....	335	Mississippi.....	49

1,000 persons per 100,000 population and 13 other States gave assistance to 500-1,000 persons. In contrast, 7 States had a rate of 250 or less. In general, the States aiding the largest proportionate number of persons were Northern States with higher per capita incomes, while among the States with the lowest recipient rates were Southern States with smaller resources for financing the program.

Interpretation of differences among States in recipient rates for general assistance is difficult in other than general terms. There are no common eligibility conditions for this type of aid as there are for the assistance programs in which the Federal Government participates under the Social Security Act. The circumstances under which people may receive general assistance are determined by the different States or even by local communities and are controlled to a large extent by the availability of funds. High recipient rates tend to reflect more liberal definitions of eligibility, which permit assistance to individuals who are employable but out of work and supplementation of inadequate income. A lower proportion of persons receiving general assistance, however, does not necessarily reflect a less nearly adequate program. It may mean that proportionally fewer persons in a State need general assistance, either because employment opportunities are greater or because the other assistance programs have broader coverage and greater adequacy.

The Special Types of Public Assistance

Recipient rates were lower in July than in January for all three of the special types of assistance. Because the rates for both months have been computed on the same population basis, the percentage change in rates corresponds to that for the number of recipients.

From January to June, the number of recipients of old-age assistance declined in all but 5 States, the number receiving aid to dependent children

Table 2.—Old-age assistance: Recipients in the continental United States per 1,000 population 65 years of age and over, by State, July 1943¹

State	Recipient rate July 1943	Percentage change in rate January-July
United States.....	223	-2.3
1. Oklahoma.....	501	-0.8
2. Texas.....	485	-1.1
3. Colorado.....	421	-0.9
4. Utah.....	421	-2.1
5. Georgia ²	410	-1.0
6. Washington.....	395	-2.1
7. Arizona.....	366	-2.2
8. Missouri.....	314	-3.4
9. Montana.....	296	-2.5
10. Florida.....	293	-5.3
11. South Dakota.....	293	-3.4
12. Louisiana ³	292	-1.5
13. Idaho ³	282	-1.6
14. Minnesota.....	268	-2.7
15. Nevada.....	268	-2.9
16. Kentucky.....	260	-1.3
17. California.....	254	-5.5
18. Wyoming ³	247	-2.2
19. Michigan.....	246	-1.3
20. Nebraska.....	241	-4.7
21. Illinois.....	240	-2.4
22. South Carolina ³	238	-1.3
23. Ohio.....	231	-3.1
24. Iowa.....	226	-2.7
25. Arkansas ³	225	+4.5
26. North Carolina ³	216	-4.8
27. North Dakota.....	213	-1.1
28. Indiana.....	212	-5.3
29. Tennessee ³	212	-3.2
30. Massachusetts.....	208	-0.9
31. Mississippi ³	204	-3.9
32. New Mexico ³	202	+1.1
33. Oregon.....	197	-3.7
34. Wisconsin.....	195	-4.2
35. Maine.....	187	-2.0
36. Kansas ³	180	-2.4
37. West Virginia ³	174	-14.3
38. Vermont.....	151	+1.7
39. Alabama ³	150	+3.1
40. New Hampshire.....	135	-3.5
41. Rhode Island.....	125	-1.3
42. Pennsylvania.....	123	-4.0
43. Connecticut.....	112	-7.2
44. New York.....	112	+2.3
45. Virginia ³	106	-5.7
46. Maryland.....	104	-7.6
47. New Jersey.....	87	-6.2
48. Delaware.....	85	-11.3
49. District of Columbia.....	68	-5.8

¹ Based on estimates of population 65 years of age and over, April 1943, computed by the Social Security Board. Rates for Alaska and Hawaii are omitted because estimates are not available for present population, which presumably differs substantially from that for 1940.

² Rate may be underestimate. In Georgia a single payment may be made to husband and wife, but this procedure is not usual; in North Carolina, practice differs in various counties.

³ Rate may be underestimate, because only 1 recipient is reported when single payment is made to husband and wife, both over 65.

dropped in all but 4 States, and the number receiving aid to the blind decreased in all but 8 States. The changes during the 6-month period varied widely among the States. For old-age assistance, the largest declines occurred, in general in the States where rates were already low; 14 of the 24 States with rates lower than the median in January, as compared with only 2 States with rates higher than the median, showed declines of 3.5 percent or more. This tendency for low rates to decline more rapidly was less apparent in aid to dependent children and aid to the blind.

Table 3.—Aid to dependent children: Number of children aided in the continental United States per 1,000 population under 18, by State, July 1943¹

State	Recipient rate July 1943	Percentage change in rate January-July
United States	18	-12.3
1. Oklahoma	44	-11.6
2. Louisiana	36	-11.8
3. West Virginia	33	-20.8
4. New Mexico	30	-5.5
5. Tennessee	30	-8.6
6. Colorado	29	-15.6
7. Idaho	29	-15.9
8. Illinois	28	+8
9. Missouri	26	-7.3
10. Arizona	25	-9.6
11. Montana	25	-14.1
12. Pennsylvania	25	-21.6
13. Utah	25	-15.4
14. North Dakota	24	-8.8
15. Michigan	22	-12.3
16. Indiana	21	-17.7
17. Kansas	21	-17.2
18. Nebraska	20	-18.1
19. Arkansas	19	-5.8
20. Maryland	19	-19.4
21. Minnesota	19	-14.6
22. Wisconsin	19	-16.9
23. South Dakota	18	-5.9
24. Washington	18	-12.2
25. Maine	17	-6.3
26. Massachusetts	17	-13.0
27. District of Columbia	16	-15.3
28. Florida	16	-18.5
29. Rhode Island	16	-6.6
30. Vermont	15	-7.3
31. Wyoming	15	-19.3
32. New Hampshire	14	-10.1
33. South Carolina	14	-4.9
34. North Carolina	13	-12.0
35. Ohio	13	-11.0
36. Alabama	12	-11.8
37. California	12	-19.7
38. New York	12	-14.1
39. Texas	12	-3.5
40. Virginia	12	-12.9
41. Connecticut	11	-8.0
42. New Jersey	11	-25.6
43. Oregon	11	-16.5
44. Delaware	10	-26.3
45. Georgia	9	-7.4
46. Mississippi	8	+5.5
47. Iowa	7	-7.7
48. Nevada	7	+1.9
49. Kentucky	5	+233.4

¹ Population under 18 as of Apr. 1, 1940, from the U. S. Bureau of the Census. For Iowa and Nevada, rates are for programs administered under State law without Federal participation; for Florida, Kentucky, and Nebraska, rates include such programs. Rate for Hawaii is omitted because estimate is not available for present population, which presumably differs substantially from that for 1940.

Contrary to the general trend, a few States showed increases in the number of recipients. Such increases point up the fact that assistance had not previously been provided for some needy persons who were potentially eligible under the provisions of the Social Security Act. New State-Federal programs for aid to the blind and aid to dependent children in Kentucky, started in December 1942 and January 1943, were responsible for the only large increases. Some of the State-Federal programs that were initiated in 1941—aid to the blind in Texas, and aid to dependent children in Illinois and Mississippi—showed small

Table 4.—Aid to the blind: Recipients in the continental United States per 100,000 population, by State, July 1943¹

State	Recipient rate July 1943	Percentage change in rate January-July
United States	59	-1.7
1. Pennsylvania	138	-2.3
2. Florida	126	-7.8
3. Maine	117	-5.8
4. California	93	-3.3
5. Oklahoma	93	-5.2
6. Illinois	90	-1.9
7. Arizona	80	-1.3
8. Georgia	71	-6
9. Kansas	71	-4.6
10. Texas	69	+8.8
11. Indiana	68	+3
12. North Carolina	64	-3
13. Mississippi	63	+9
14. New Hampshire	63	-7.1
15. Arkansas	61	+2.9
16. Iowa	61	-2.1
17. Louisiana	60	+1.2
18. Montana	60	-2.2
19. Tennessee	59	-4.3
20. Wisconsin	54	-6.1
21. Colorado	53	-6.6
22. Wyoming	53	-1.6
23. Idaho	51	-8.9
24. Nebraska	51	-7.3
25. Ohio	50	-8.3
26. New Mexico	48	+8
27. West Virginia	46	-12.7
28. Washington	45	-11.9
29. Kentucky	43	+125.7
30. South Carolina	43	-2
31. Vermont	43	-3.9
32. South Dakota	41	-5.5
33. Oregon	37	-8.8
34. Virginia	36	-3.0
35. District of Columbia	34	-5.2
36. Minnesota	31	-2.9
37. Maryland	26	-9.1
38. Michigan	24	-4.1
39. Alabama	23	+6
40. Massachusetts	23	-4.1
41. North Dakota	22	-2.3
42. New York	21	-2
43. Utah	21	-20.3
44. Nevada	20	-7.1
45. New Jersey	15	-8.9
46. Rhode Island	13	-5.2
47. Connecticut	10	-9.5

¹ Civilian population as of May 1, 1942, from preliminary estimates of the U. S. Bureau of the Census, based on data from sugar-ration registrations. For Illinois, Nevada, and Pennsylvania, rates are for programs administered under State laws without Federal participation; for California, rate includes such program; for Missouri, data not currently available. Rate for Hawaii is omitted because estimate is not available for present population, which presumably differs substantially from that for 1946.

net increases. Liberalizations of State eligibility provisions, such as the removal in New York of the citizenship requirement and a reduction in Alabama in residence requirements, also resulted in slight net increases in the number of recipients of old-age assistance.

In several other States the combination of an increase in the number of recipients leaving the rolls and of larger funds for assistance permitted the acceptance of a backlog of pending applications. Arkansas, for example, reduced the number of its pending applications for old-age assistance by two-fifths and the number of applications for aid to dependent children and aid to the blind by more than one-half.

Relationships Among All Assistance Programs

To facilitate comparisons in the rankings of individual States under all four programs of public assistance, the States were divided into four approximately equal groups, according to the size of the rate under each program (table 5). State policies governing the relationships of the various types of assistance cause some conspicuous differences in the rank of individual States for the various programs. A number of States use State and local funds as fully as possible for the special types of public assistance, because Federal matching funds can be obtained for these programs. Some States, on the other hand, have made eligibility for the special types of public assistance more restrictive than necessary under the Social Security Act and have cared for relatively large numbers of people through general assistance.

Variations in State practices with respect to the type of assistance given needy persons who are both aged and blind affect the rates for old-age assistance and aid to the blind. A large proportion of blind persons are 65 years of age or older and thus may be eligible for either type of assistance. Connecticut, North Dakota, and Rhode Island regularly accept aged blind persons for old-age assistance, and recipient rates for aid to the blind in these States are in the lowest group; whereas the rates in Indiana, Maine, North Carolina, and Texas, which regularly give aid to the blind to blind persons aged 65 or over, are in the highest group. In the remaining 36 States for which information is available, either type of assistance may be received and usually the type which is most advantageous to the

recipient is chosen. In nearly half of these States it is more common to provide old-age assistance, often because more adequate funds are available for that program. Recipient rates for old-age assistance are increased slightly by this practice, while the rates for aid to the blind, which is a much smaller program, are decreased in greater proportion. However, several States in which this practice occurs have high recipient rates for aid to the blind, either because they have a greater prevalence of blindness or because their eligibility provisions are more liberal.

Public attitudes and special pressures in behalf

Table 5.—*Quartile rank¹ in recipient rates for each of the four types of assistance, by State, July 1943*

State	Old-age assistance	Aid to the blind	Aid to dependent children	General assistance
Alabama.....	4	4	3	4
Arizona.....	1	1	1	1
Arkansas.....	2	2	2	4
California.....	2	1	3	3
Colorado.....	1	2	1	1
Connecticut.....	4	4	4	(²)
Delaware.....	4	(²)	4	(²)
District of Columbia.....	4	3	3	4
Florida.....	1	1	3	(²)
Georgia.....	1	1	4	4
Idaho.....	2	2	1	4
Illinois.....	2	1	1	1
Indiana.....	3	1	2	(²)
Iowa.....	2	2	4	1
Kansas.....	3	1	2	(²)
Kentucky.....	2	3	4	(²)
Louisiana.....	1	2	1	3
Maine.....	3	1	2	1
Maryland.....	4	4	2	(²)
Massachusetts.....	3	4	3	1
Michigan.....	2	4	2	2
Minnesota.....	2	3	2	1
Mississippi.....	3	2	4	4
Missouri.....	1	(²)	1	3
Montana.....	1	2	1	2
Nebraska.....	2	2	2	3
Nevada.....	2	4	4	2
New Hampshire.....	4	2	3	(²)
New Jersey.....	4	4	4	3
New Mexico.....	3	3	1	2
New York.....	4	4	4	1
North Carolina.....	3	1	3	4
North Dakota.....	3	4	2	3
Ohio.....	2	3	3	3
Oklahoma.....	1	1	1	(²)
Oregon.....	3	3	4	2
Pennsylvania.....	4	1	1	1
Rhode Island.....	4	4	3	1
South Carolina.....	2	3	3	4
South Dakota.....	1	3	2	2
Tennessee.....	3	2	1	(²)
Texas.....	1	1	4	(²)
Utah.....	1	4	2	2
Vermont.....	4	3	3	1
Virginia.....	4	3	4	4
Washington.....	1	3	2	2
West Virginia.....	3	3	1	3
Wisconsin.....	3	2	2	3
Wyoming.....	2	2	3	3

¹ Recipient rates for each program are divided into 4 approximately equal groups according to the size of the rate. The group in the highest fourth of the range is designated as "1"; the group of lowest rates is designated as "4."

² No program.

³ Excluded from ranking because information on number of persons not available.

⁴ Excluded from ranking because information on number of recipients not currently available.

of particular categories of recipients, such as the aged, have resulted in marked differences in the provisions in some States for the three types of special assistance. For example, Georgia and Texas are in the highest fourth of the States with respect to recipient rates for old-age assistance and aid to the blind but in the lowest fourth for aid to dependent children. Less conspicuous differences in other States may also result from the same variation in provisions.

A disproportionate reduction in need among the able-bodied population in some of the States which have had the greatest increase in employment opportunities may have had a greater effect in reducing recipient rates for aid to dependent children and general assistance than for old-age assistance and aid to the blind.

The recipient rate for general assistance in any State is influenced by the extent to which needy persons are cared for by other types of assistance and by the size of the payments under these programs. In States that restrict eligibility for old-age assistance to citizens, needy noncitizens are cared for, if at all, through general assistance. In many of the States that limit payments of aid to dependent children to prescribed maximums, the payments are too low to meet the need of large numbers of families even at standards in effect in the local general assistance agencies. These agencies, therefore, provide general assistance to supplement such inadequate payments, with the result that their recipient rates for general assistance are higher than in the States in which no duplication occurs.

Statistics for the United States

Table 6.—Public assistance in the continental United States and in all States with plans approved by the Social Security Board, by month, August 1942–August 1943¹

Year and month	Continental United States					States with approved plans				
	Total	Special types of public assistance			General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind
		Old-age assistance	Aid to dependent children					Families	Children	
			Families	Children						
Number of recipients										
1942										
August		2,248,014	385,884	927,672	78,890	551,000	2,251,232	382,991	921,422	54,609
September		2,245,449	381,964	918,910	79,085	528,000	2,248,645	379,114	912,772	54,651
October		2,241,760	373,886	899,136	78,941	503,000	2,244,921	371,063	893,072	54,583
November		2,233,610	365,108	878,669	78,753	469,000	2,236,746	362,396	872,724	54,449
December		2,226,731	348,206	848,673	79,041	462,000	2,229,839	345,486	842,767	54,643
1943										
January		2,211,606	341,852	830,173	78,617	446,000	2,214,692	339,625	825,939	54,507
February		2,200,128	334,558	814,740	78,219	430,000	2,203,191	332,318	810,363	54,423
March		2,191,537	327,355	796,590	78,017	418,000	2,194,580	325,184	792,293	54,219
April		2,179,351	320,235	780,926	77,850	396,000	2,182,378	318,090	776,695	54,022
May		2,169,881	312,728	763,828	77,403	375,000	2,172,885	310,611	759,680	53,798
June		2,167,131	304,704	747,203	77,610	354,000	2,170,115	302,620	743,107	53,751
July		2,161,624	296,076	728,247	77,201	325,000	2,164,585	294,033	724,245	53,600
August		2,160,990	290,204	709,826	76,905	312,000	2,163,954	288,225	705,877	53,538
Amount of assistance										
1942										
August	\$78,743,216	\$50,040,052	\$13,321,104	\$2,069,060	\$13,313,000	\$64,727,445	\$50,111,576	\$13,274,804	\$1,341,065	
September	78,442,907	50,326,800	13,044,656	2,080,451	12,991,000	64,752,856	50,398,602	12,999,491	1,354,763	
October	78,391,780	50,915,209	12,838,862	2,083,679	12,554,000	65,138,091	50,987,105	12,791,702	1,359,284	
November	77,931,397	51,731,397	12,582,505	2,084,495	11,533,000	65,706,431	51,803,246	12,537,023	1,366,163	
December	78,491,353	52,177,830	12,624,436	2,100,087	11,589,000	66,203,056	52,249,679	12,579,609	1,373,768	
1943										
January	77,567,022	52,170,687	12,426,005	2,084,330	10,886,000	66,011,372	52,242,603	12,398,768	1,370,091	
February	76,855,921	52,169,186	12,210,029	2,065,706	10,411,000	65,790,894	52,240,902	12,183,794	1,375,198	
March	77,852,154	52,306,368	12,218,525	2,085,261	11,242,000	65,951,076	52,378,022	12,191,012	1,382,042	
April	77,287,392	52,522,194	12,120,883	2,086,315	10,558,000	66,075,144	52,594,053	12,095,943	1,385,148	
May	76,391,335	52,824,980	11,852,045	2,093,310	9,621,000	66,112,832	52,897,984	11,825,063	1,389,285	
June	76,656,453	53,483,027	11,793,836	2,101,590	9,278,000	66,720,403	53,554,693	11,768,363	1,397,347	
July	77,298,758	55,085,509	11,547,102	2,119,147	8,547,000	68,084,369	55,157,411	11,523,128	1,403,830	
August	77,230,906	55,645,300	11,404,418	2,119,188	8,062,000	68,509,343	55,717,491	11,382,143	1,409,709	

¹ Partly estimated and subject to revision. For January 1933–July 1942 data see the Bulletin, February 1943, pp 23–26. For definitions of terms, see the Bulletin, September 1941, pp. 50–51.

During August \$77.2 million was expended for the three special types of public assistance and general assistance (table 6). This total was 0.1 percent less than in July and 1.9 percent less than August 1942 expenditures for these same programs. Total public aid, which in August 1942 included earnings under the WPA program, decreased 28.2 percent over the 12-month period. The monthly decline in number of recipients continued, and total payments for old-age assistance and aid to the blind again increased.

Average payments for all States combined were higher under each program than in August 1942 and they increased under all except general assistance from July to August. Of the States reporting complete case and payment data, 36 followed the national pattern for the 12-month comparison and 12 for the July-August period.

West Virginia made lower average payments under all programs than in August 1942.

Old-age assistance represented 72 percent of total assistance expenditures during August; aid to dependent children, 15 percent; aid to the blind, 3 percent; and general assistance, 10 percent. Payments under Federal-State programs constituted 89 percent of all assistance payments.

Old-age assistance.—For the fourteenth consecutive month the number of recipients declined less than 1 percent (table 8) and, with one exception, the amount of payments increased. The net changes over the 14 months have amounted to a decline of 90,000 recipients and an increase of \$6.5 million in total monthly payments. Only 14 States reported a larger number of recipients than in July but increases in payments were reported by 40 States.

Chart 4.—Payments to recipients of public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–August 1943

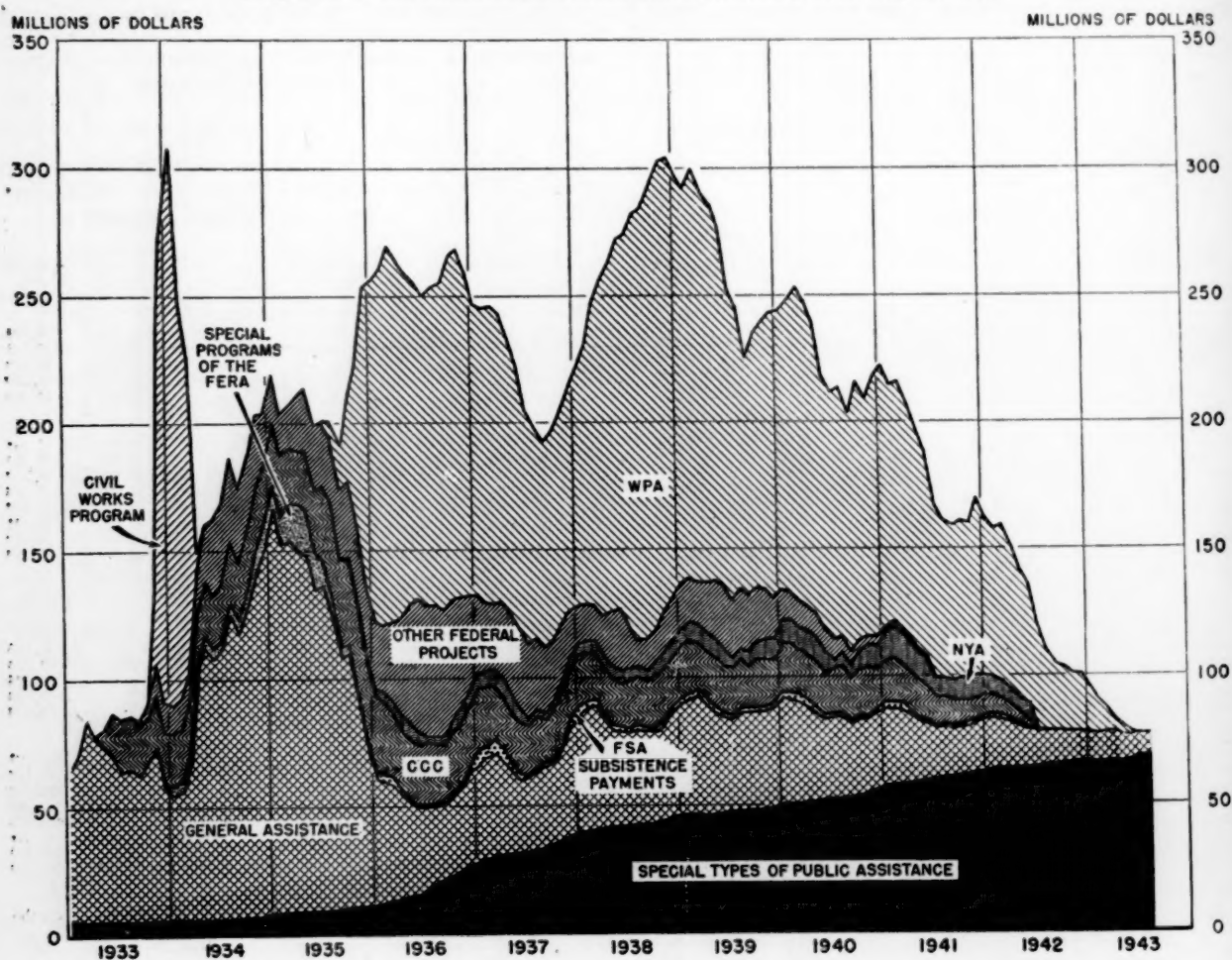
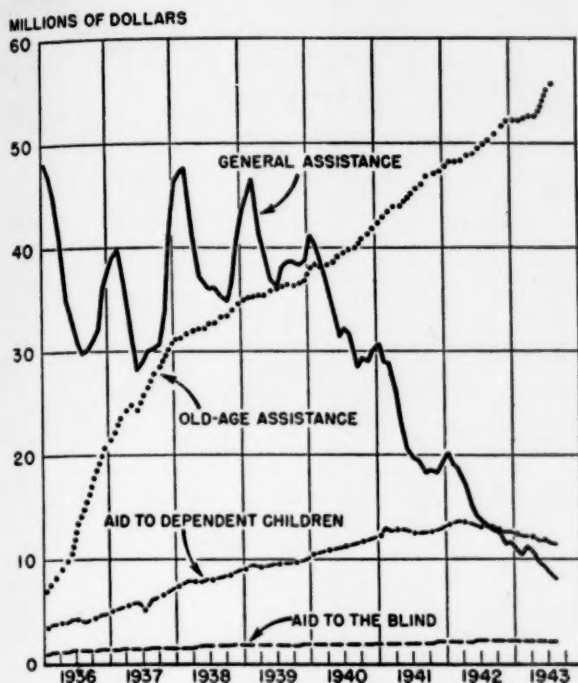


Chart 5.—Payments to recipients of public assistance in the continental United States, January 1936–August 1943



The average payment per recipient increased \$3.49 from August 1942 to August 1943; all States except West Virginia reported increases. This increase amounted to more than \$5 per recipient in 10 States, including California and New Mexico, where the increases were more than \$10.

Aid to dependent children.—The continuous decline in number of recipients which began in March 1942 continued during August, but the decrease of 5,800 families, or 2.0 percent, was the smallest since September 1942. Kentucky, Mississippi, and New Mexico were the only States reporting increased numbers of families receiving assistance in August. In California, Delaware, Massachusetts, and New Jersey the decline amounted to 5 percent or more. For all States combined a drop of nearly one-fourth has occurred since August of the previous year.

Assistance payments were 1.2 percent less than in the previous month and 14.4 percent below the August 1942 total. Eleven States reported increases from July and 12 from August 1942.

All but 10 States reported a higher average payment than in the previous month and all but

Table 7.—General assistance: Cases and payments to cases, by State, August 1943¹

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	July 1943 in—		August 1942 in—	
				Number	Amount	Number	Amount
Total ² ...	312,000	\$8,088,000	\$25.88	-4.1	-5.6	-43.3	-39.3
Ala.....	2,275	24,416	10.73	-3	-2	-5.3	+5.0
Alaska.....	197	11,093	56.31	+49.2	+169.6	(³)	(³)
Ariz.....	2,117	54,101	25.56	-4	-1.0	-19.3	+3.6
Ark. ⁴	2,976	24,491	8.23	-1.3	-7	-23.5	-3
Calif.....	12,745	378,046	29.66	-3.9	+2.6	-44.0	-30.0
Colo.....	4,496	101,796	22.64	-2.3	-2.7	(⁵)	+16.8
Conn.....	3,111	90,664	29.14	-3.0	-2.1	-33.6	-29.4
Del.....	345	7,390	21.42	-3.6	-2.4	-28.7	-22.4
D. C.....	891	21,324	23.93	-3.7	-3	-39.5	-42.5
Fla.....	* 5,000	* 39,000					
Ga.....	3,195	30,065	9.41	-1.7	-2.6	-32.6	-18.9
Hawaii.....	608	14,883	24.48	+1.5	+2.6	-19.7	-8.7
Idaho ⁷	728	12,748	17.51	-2.3	-1.4	-31.9	-22.4
Ill.....	38,149	1,089,784	28.57	-4.1	-1.8	-44.1	-39.4
Ind. ⁸	7,264	132,148	18.19	-6.8	-1.5	-47.1	-33.6
Iowa.....	6,300	104,423	16.58	-4.7	-5.4	-47.4	-42.9
Kans.....	4,268	97,383	22.82	-2.5	-9	-42.3	-26.1
Ky.....	* 2,000	* 35,000					
La.....	5,277	103,469	19.61	+3	+2.0	+578.3	+415.5
Maine.....	2,378	58,418	24.57	-4.3	-8.2	-36.0	-30.6
Md.....	4,554	116,548	25.59	-2.9	-1.9	-22.0	-9.2
Mass.....	15,859	424,350	26.76	-3.6	-8.3	-38.7	-33.1
Mich.....	12,173	323,082	26.54	-6.8	-6.9	-47.9	-39.1
Minn.....	7,614	168,961	22.19	-4.9	-6.8	-43.8	-37.1
Miss.....	456	2,655	5.82	+7	-8.7	-28.0	-12.3
Mo. ⁹	6,517	104,718	16.07	-2.3	-6.4	-49.4	-44.6
Mont.....	1,262	24,751	19.61	-3.9	-1.9	-28.9	-14.7
Nebr.....	2,030	31,508	15.52	-3.5	-4.1	-45.2	-29.7
Nev.....	407	5,211	12.80	+21.9	+2.6	-15.4	-9.8
N. H.....	1,703	41,718	24.50	-5.2	-4.7	-35.4	-32.4
N. J. ¹⁰	8,373	224,674	26.83	-6.1	-4.3	-45.5	-36.1
N. Mex. ¹¹	1,187	19,545	16.47	+1.9	+14.9	+3.6	+70.1
N. Y.....	62,284	2,476,727	39.77	-8.2	-11.1	-53.7	-51.6
N. C.....	2,692	23,008	8.55	-8	+2	-25.0	-10.6
N. Dak.....	962	18,384	19.11	-7.1	-3.8	-32.6	-14.7
Ohio.....	13,684	322,290	23.55	-5.0	-1.4	-52.8	-40.9
Okl. ¹²	4,772	26,708	(¹³)	(¹⁴)	-3.1	(¹⁵)	-29.3
Oreg.....	2,849	87,767	30.81	+8	+1.2	-20.2	+7.7
Pa.....	28,509	609,067	21.36	-3.6	-11.4	-39.0	-33.6
R. I.....	1,858	67,624	36.40	-2.0	+2.2	-45.1	-42.2
S. C.....	2,455	22,827	9.30	+2.2	+5.4	-6	+8.3
S. Dak.....	1,163	17,969	15.45	-3.2	-14.5	-36.0	-31.4
Tenn.....	* 1,400	* 9,000					
Tex.....	* 3,200	* 54,000					
Utah.....	1,654	56,904	34.40	-2.2	+4.2	-35.3	-19.5
Vt.....	938	21,141	22.54	-5.1	+0.6	-18.0	-9.7
Va.....	3,671	45,310	12.34	+5	+3.8	-11.9	+2.6
Wash.....	5,884	205,556	35.10	+2.1	+5.9	+13.1	+60.5
W. Va.....	3,569	38,158	10.69	+38.5	+40.4	-69.3	-70.7
Wis.....	6,950	150,060	21.59	-4.6	-3.1	-48.7	-47.6
Wyo.....	433	9,786	22.60	-4.0	+1.3	-32.7	-17.3

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² Partly estimated; does not represent sum of State figures, because total excludes cases and payments for medical care, hospitalization, and burial only in 2 States, and cases aided in Oklahoma have been estimated to exclude duplication.

³ Data not reported prior to September 1942.

⁴ State program only; excludes program administered by local officials.

⁵ Comparable data not available.

⁶ Estimated.

⁷ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total.

⁸ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁹ No State-wide program in operation in August 1942. Assistance given only to employable cases in New Orleans.

¹⁰ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹¹ Represents 1,893 cases aided by county commissioners, and 2,579 cases aided under program administered by State board of public welfare; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

6 States contributed to the increase of \$4.78 from August 1942. In 22 States, the increase over the 12-month period amounted to more than \$5; in 9 of these the increase was more than \$10.

Aid to the blind.—Both the number of recipients and amount of payments changed relatively little in comparison with either the previous month or with August 1942 (table 9). The number of recipients was less than in either month,

Table 8.—Old-age assistance: Recipients and payments to recipients, by State, August 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	July 1943 in—		August 1942 in—	
				Number	Amount	Number	Amount
Total²	2,163,954	\$55,717,491	\$25.75	(³)	+1.0	-3.9	+11.2
Ala.	22,133	238,644	10.78	(⁴)	+2	+1.1	+10.7
Alaska	1,462	44,842	30.67	+0.6	-4	-6.5	-2.9
Ariz.	9,594	360,666	37.59	-2	(⁵)	+5	+9.1
Ark.	26,169	381,848	14.60	-2	(⁶)	+4.0	+76.5
Calif.	153,412	7,253,788	47.28	+8	+8	-2.0	+27.0
Colo.	41,519	7,707,703	41.13	+2	+14.0	-2.3	+8.4
Conn.	15,440	475,834	30.82	-4	(⁷)	-11.6	-7.9
Del.	1,810	24,299	13.42	-2.8	-2.4	-20.1	-17.3
D. C.	3,066	85,762	27.79	-2	-2	-12.2	-7.8
Fla.	40,561	599,100	14.77	-5	+1.1	-6.9	-3.7
Ga.	70,005	703,428	10.05	-1	+1.1	+3.2	+16.2
Hawaii	1,502	27,349	18.21	-4	+1.8	-9.2	+7.9
Idaho	9,760	264,104	27.06	-3	-2	-7	+9.3
Ill.	146,146	4,225,313	28.91	-3	+3	-3.0	+4.0
Ind.	63,798	1,435,450	22.50	-1.0	-5	-9.2	+1.9
Iowa	83,650	1,330,876	24.81	-2	+2.2	-4.7	+9.3
Kans.	29,745	764,179	25.69	-3	+5	-4.2	+8.8
Ky.	52,843	546,944	10.35	+1.6	+1.7	-4.6	-1.8
La.	37,475	759,395	20.26	(⁸)	+1.1	+4.5	+58.3
Maine	15,599	363,036	23.27	-5	+2.2	-2.6	+6.1
Md.	13,705	303,551	22.15	-9	+4	-14.9	-2.4
Mass.	81,184	2,890,057	35.60	-5	+5	-6.0	+3
Mich.	88,010	2,460,005	27.95	(⁹)	+1.1	-3.8	+34.3
Minn.	60,038	1,582,830	26.36	-4	+1.3	-4.6	+12.2
Miss.	25,242	234,479	9.29	+9	+1.5	-5.8	-3.1
Mo.	107,767	2,213,050	20.54	-1	+7	-5.9	+42.8
Mont.	11,743	301,773	25.70	-5	+5	-5.6	+6.1
Nebr.	26,755	640,213	23.93	-6	+4.4	-8.6	+17.0
Nev.	2,037	69,183	33.96	0	+8	-7.1	+2.2
N. H.	6,890	177,427	25.75	(¹⁰)	+2.4	-5.3	+6.6
N. J.	26,300	675,933	25.70	-1.0	+1	-11.2	-1
N. Mex.	6,107	150,761	24.52	+5	+4	-1.2	+76.6
N. Y.	115,118	3,610,557	31.36	+1.6	+9	-2.4	+11.3
N. C.	36,279	387,278	10.67	-1.0	-8	-7.6	-4.6
N. Dak.	9,043	223,805	24.75	-4	+6	-4.7	+25.8
Ohio	133,000	3,665,338	27.56	-4	-1	-4.5	+8.6
Okl.	77,515	1,754,812	22.70	(¹¹)	+5	-8	+9.6
Oreg.	19,496	555,251	28.48	-6	+2	-9.5	+8.4
Pa.	89,626	2,505,193	27.95	-2	-2	-7.6	+6.0
R. I.	7,306	203,284	27.82	+3	+2.0	-2.2	+13.3
S. C.	20,939	362,891	12.56	-3	+5.0	-1.8	+18.7
S. Dak.	13,889	298,430	21.49	-3	+1	-5.5	+3.4
Tenn.	38,966	598,089	15.35	+2	+1	-3.8	+19.4
Tex.	181,826	3,715,635	20.44	(¹²)	+6	+2.8	+4.6
Utah	13,739	484,359	35.20	+3	+1	-5.2	+23.6
Vt.	5,897	102,403	18.97	-4	+4	-1.9	+5.0
Va.	17,505	195,729	11.18	-1.1	(¹³)	-10.7	-3.6
Wash.	61,549	2,228,423	36.21	-3	+1.0	-4.4	+2.9
W. Va.	19,082	239,466	12.55	+3	+7	-19.8	-43.1
Wis.	49,976	1,288,639	25.79	-4	+4	-6.7	+1.0
Wyo.	3,405	106,087	31.16	-6	-7	-3.0	+21.4

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² All 51 States have plans approved by Social Security Board.

³ Decrease of less than 0.05 percent.

⁴ Increase of less than 0.05 percent.

⁵ Includes \$106,976 incurred for payments to 2,506 recipients aged 60 but under 65 years.

but payments were higher. The average payment was \$1.33 higher than in August 1942. Only 5 States reported a lower average over this period.

General assistance.—Continuing the uninterrupted downward trend which began in February 1942, the number of cases receiving general assist-

Table 9.—Aid to the blind: Recipients and payments to recipients, by State, August 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	July 1943 in—		August 1942 in—	
				Number	Amount	Number	Amount
Total	76,980	\$2,120,775	\$27.55	-0.4	(²)	-2.5	+2.4
Total, 45 States³	53,538	1,409,709	26.33	-1	+0.4	-1.9	+5.1
Ala.	649	7,548	11.63	-3	+1.2	-3	+11.2
Ariz.	394	14,439	36.65	0	+2.2	-7.5	+2.2
Ark.	1,196	19,784	16.54	-6	(⁴)	+1.4	+69.1
Calif.	6,564	309,627	47.17	-1.3	-1.0	-7.7	-7.1
Colo.	570	19,754	34.66	-1.6	-1.4	-10.7	-8.2
Conn.	157	4,604	29.32	-8.7	-13.1	-25.2	-31.0
D. C.	271	9,332	34.44	-1.8	-1.7	-8.8	-7.7
Fla.	2,421	38,652	15.97	-1.3	+6	-11.4	-7.1
Ga.	2,178	28,313	13.00	-3	+6	+3.8	+15.5
Hawaii	75	1,587	21.16	(⁵)	(⁶)	(⁷)	(⁸)
Idaho	241	6,847	28.41	-1.6	-7	-12.0	-1.4
Ill.	7,083	17,305	24.42	-2.6	-2.5	-3.5	-5.8
Ind.	2,352	68,173	29.39	-1	+1.4	-6	+20.7
Iowa	1,485	46,001	30.98	-5	(⁹)	-3.4	+8.3
Kans.	1,208	33,113	27.41	-3	-2	-9.2	+2.4
Ky.	1,268	15,511	12.23	+7.8	+8.4	(¹⁰)	(¹¹)
La.	1,473	36,135	24.53	+8	+2.3	+8.5	+56.6
Maine	950	23,420	24.65	-1.0	+5	-10.4	-2.9
Md.	491	12,616	25.69	-2.2	-1.1	-18.3	-8.3
Mass.	977	27,569	28.22	-3	+3.5	-11.7	+1
Mich.	1,297	41,776	32.21	-5	-4	-6.7	+13.6
Minn.	986	30,809	31.25	-3	+5	-5.1	+7.0
Miss.	1,359	14,841	10.92	+1.9	+3.0	-4	+2.0
Mo.	5,000	165,000	33.00	-1.7	+1.4	-13.1	-5.2
Mont.	309	8,528	27.60	-6	+8	-5.2	+5.5
Nebr.	628	14,913	23.75	-1.7	+1.4	-13.1	-5.2
Nev.	25	1,211	(¹²)	(¹³)	(¹⁴)	(¹⁵)	(¹⁶)
N. H.	298	7,814	26.22	-1.0	+1.9	-10.2	+7
N. J.	612	16,733	27.34	-2.1	-8	-13.7	-4.4
N. Mex.	251	7,421	29.57	0	+1	+5.5	+59.7
N. Y.	2,723	89,089	32.72	+2.7	+2.0	-1.9	+12.2
N. C.	2,214	34,694	15.67	+5	+9	-1.2	+1.8
N. Dak.	129	3,195	24.77	-8	-6	-2.3	-9.0
Ohio	3,471	82,204	23.68	-8	-3	-11.0	-4
Okl.	2,015	49,774	24.70	-6	-2	-8.1	-2.5
Oreg.	380	13,752	36.33	-2.3	-2.0	-15.4	+5.0
Pa.	15,394	599,550	39.33	-2	-2	-4.0	-4.5
R. I.	94	2,460	26.17	(¹⁷)	(¹⁸)	(¹⁹)	(²⁰)
S. C.	815	12,628	15.49	0	+6.0	-1.6	+48.2
S. Dak.	242	4,394	18.16	0	+1.7	-5.8	+11.9
Tenn.	1,579	28,992	18.36	+1	+5	-5.1	+39.1
Tex.	4,476	108,856	24.32	+8	+1.5	+30.1	+37.6
Utah	122	4,562	37.39	+3.4	+0.2	-28.1	-1.6
Vt.	153	3,702	24.20	+2.7	+4.1	-4.4	+3.0
Va.	1,013	14,469	14.28	+7	+2.0	-6.0	+3.6
Wash.	769	28,852	37.52	-2.4	-1.8	-20.4	-16.9
W. Va.	857	14,032	16.37	-1	-3	-17.6	-40.4
Wis.	1,698	43,960	25.89	-8	+1.1	-10.6	-5.3
Wyo.	122	4,234	34.70	0	+3	-7.6	+14.7

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation. Delaware and Alaska do not administer aid to the blind.

² Total for States with plans approved by Social Security Board.

³ Increase of less than 0.05 percent.

⁴ Includes program administered without Federal participation.

⁵ Not computed. Average payment not figured on base of less than 50 recipients; percentage changes, on less than 100 recipients.

⁶ Decrease of less than 0.05 percent.

⁷ No program in operation in August 1942.

⁸ Estimated.

ance declined 4.1 percent from the previous month (table 7). During this same period payments, with two exceptions, also declined each month. The July-August decrease was 5.6 percent.

Of the States reporting complete case and

payment data, only 11 States reported an increase in cases over the previous month and 3 States over the previous August. An increase in payments from the previous month was reported by 16 States and from August 1942, by 8 States.

Table 10.—Aid to dependent children: Recipients and payments to recipients, by State, August 1943¹

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	July 1943 in—			August 1942 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total	290,822	711,776	\$11,435,315	\$39.32	-2.0	-2.5	-1.2	-24.8	-23.5	-14.4
Total, 48 States ¹	288,225	705,877	11,382,143	39.49	-2.0	-2.5	-1.2	-24.7	-23.4	-14.3
Alabama	4,539	12,504	87,469	19.27	-8	-9	+3	-18.9	-21.8	-5.7
Alaska	59	183	1,078	(²)	(²)	(²)	(²)	(²)	(²)	(²)
Arizona	1,585	4,518	58,389	36.84	-3.4	-3.0	-2.5	-27.6	-23.3	-21.6
Arkansas	5,330	13,737	119,892	22.49	-2.3	-2.0	-8	-13.4	-14.7	+34.3
California	7,373	18,256	499,054	67.69	-5.8	-5.9	-4.0	-40.7	-38.7	-20.4
Colorado	3,818	10,032	131,230	34.37	-2.6	-1.9	-1.5	-31.7	-27.3	-24.2
Connecticut	1,915	4,868	121,784	63.59	-2	-3	(²)	-3	-1.6	+7.7
Delaware	256	693	11,377	44.44	-5.2	-2.7	-2.9	-40.6	-46.7	-23.3
District of Columbia	743	2,227	27,768	37.37	-4.9	-6.3	-2.9	-30.0	-31.5	-30.6
Florida	3,918	8,973	97,080	24.78	-4.5	-3.9	-2.4	-26.1	-28.9	-27.6
Georgia	4,194	10,172	100,326	23.92	-1.9	-1.5	-1.5	-10.6	-11.1	-5.7
Hawaii	579	1,827	28,919	49.95	-1.2	-1.8	+1.2	-25.5	-24.6	-10.0
Idaho	1,896	5,116	67,989	35.86	-2.9	-2.9	-3.2	-32.1	-29.1	-27.7
Illinois	25,539	52,558	825,489	32.32	-2.3	-11.9	-2.1	+13.0	+2.3	+11.8
Indiana	9,558	20,948	315,905	33.05	-3.7	-3.3	-3.3	-33.1	-30.1	-29.0
Iowa	2,461	5,563	48,876	19.86	-8.7	-1.5	-8.6	-21.1	-19.9	-19.0
Kansas	4,419	10,970	185,171	41.90	-2.8	-2.6	-2.1	-32.0	-30.6	-18.2
Kentucky	2,254	6,587	56,832	25.21	+24.1	+23.6	+19.8	+400.9	+336.2	+262.0
Louisiana	11,690	29,792	411,301	35.18	-1.2	-1.4	+1.4	-20.0	-20.2	+5.3
Maine	1,567	4,442	75,668	48.29	-2.4	-2.5	-1.5	-12.2	-11.0	+3
Maryland	3,361	9,484	115,512	34.37	-3.7	-3.7	-3.3	-32.7	-31.4	-29.0
Massachusetts	7,836	19,354	527,056	67.26	-5.0	-5.1	-3.5	-32.4	-31.8	-18.3
Michigan	14,650	34,767	838,736	57.25	-1.2	-9	-1.4	-20.7	-23.2	-3.2
Minnesota	6,200	15,421	238,407	38.08	-3.1	-3.0	-3.0	-27.0	-25.8	-20.4
Mississippi	2,602	6,648	53,554	20.58	+1	+1	+2	+1.2	+1.0	+3.4
Missouri	11,809	28,328	375,752	31.82	-1.2	-8	-1.0	-15.5	-11.8	-11.5
Montana	1,681	4,215	54,816	32.61	-3.9	-3.9	-3.8	-32.2	-31.5	-29.1
Nebraska	3,466	7,926	111,299	32.11	-3.1	-3.4	-3.0	-32.9	-31.7	-23.9
Nevada	97	213	83,90	83.90	-3.0	-9	-1.7	-4.0	-5	-4.5
New Hampshire	747	1,856	40,012	53.56	-2.5	-1.1	+1.3	-11.4	-10.9	-3.0
New Jersey	4,705	10,948	186,251	39.59	-5.1	-5.1	+3.9	-39.3	-38.1	-24.5
New Mexico	2,261	6,549	92,845	41.06	(²)	+3	+1.1	-6.5	-7.6	+33.1
New York	18,847	41,066	1,199,005	63.62	-6	+1.5	-2.1	-30.1	-23.7	-11.1
North Carolina	7,491	17,753	137,769	18.39	-2.6	-2.8	-2.5	-22.4	-21.4	-16.5
North Dakota	1,891	5,301	72,439	38.31	-3.2	-2.7	-1.9	-21.4	-21.2	-6.8
Ohio	9,049	24,274	417,253	46.11	-2.5	-1.9	-2.3	-19.7	-18.4	-4.2
Oklahoma	14,979	35,406	393,408	26.26	-2.2	-2.2	+11.1	-20.3	-20.8	-6.3
Oregon	1,275	3,051	76,690	60.15	-2.7	-3.0	-2.1	-32.7	-32.4	-14.4
Pennsylvania	28,305	73,213	1,485,778	52.49	-1.9	-1.8	-2.7	-37.4	-35.4	-26.5
Rhode Island	1,124	3,059	68,728	61.15	-7	-1.4	-1.3	-10.4	-10.8	+4.4
South Carolina	3,533	10,461	73,068	20.68	-1.9	-1.4	-3	-11.6	-9.7	+16.6
South Dakota	1,690	3,944	52,508	31.07	-9	-8	-7	-9.1	-10.0	-2.4
Tennessee	12,110	30,986	303,389	25.05	-1.3	-1.2	-6	-13.0	-11.3	+12.8
Texas	11,403	25,272	242,402	21.26	-1	-4	-3	-40.3	-35.9	-38.0
Utah	1,950	5,221	118,160	60.59	-1.2	-1.0	+5.5	-38.7	-37.4	-17.7
Vermont	625	1,609	20,521	32.83	-1.7	-1.6	-2.1	-11.2	-14.0	-10.7
Virginia	3,970	11,187	90,021	22.68	-1.8	-1.9	-5	-18.1	-19.7	-9.5
Washington	3,176	7,760	232,166	73.10	-2.2	-2.4	+9	-29.6	-29.3	+11.9
West Virginia	8,319	23,352	188,117	22.61	-1.5	-1.1	-4	-36.2	-32.7	-53.6
Wisconsin	7,481	17,992	336,613	45.00	-2.4	-2.7	-1.7	-29.5	-27.2	-20.2
Wyoming	456	1,224	18,229	39.98	-3.4	-1.8	-9	-35.0	-33.5	-23.5

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation.

² Total for States with plans approved by Social Security Board.

³ Not computed. Average payment not figured on base of less than 50 families; percentage change, on less than 100 families.

⁴ Decrease of less than 0.05 percent.

⁵ Includes program administered without Federal participation.

⁶ Partly estimated.

⁷ No approved plan for August 1942. Percentage change based on program administered without Federal participation.

⁸ In addition, in 59 counties payments amounting to \$8,199 were made from local funds without State or Federal participation to 407 families in behalf of 1,144 children under State mothers' pension law; some of these families also received aid under approved plan.

⁹ Increase of less than 0.05 percent.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • PROGRAM DIVISION

Operations of the Unemployment Compensation Program

August activities.—Benefit payments continued their downward trend during August in 33 States, and totaled \$5.2 million for the Nation. Only 5 States—Arkansas, Rhode Island, South Carolina, Texas, and Utah—reported payments 20 percent or more above July disbursements. The largest relative increase, 190 percent in Arkansas, is attributable primarily to the customary pyramiding of claims subsequent to the beginning of the State's new benefit year on July 1. Seasonal influences were responsible for increased benefit payments in several States.

During the first 8 months of 1943, net benefit payments to unemployed workers totaled \$64.0 million, less than a fourth of the \$282.2 million paid in the comparable period of 1942. Man-weeks of unemployment compensated by these amounts were approximately 4.8 million and 22.8 million, respectively. The higher weekly rate of payments which these figures indicate for 1943 may be accounted for by higher base-period earnings, as well as by liberalized benefit provisions enacted by some States in recent months.

Although the average weekly number of beneficiaries in August—88,800—was only 1,800 less than in July, it was less than one-sixth the August

1942 average. In 20 States, more claimants received unemployment compensation during August than in July, but in only 13 of these States

Chart 1.—Number of initial and continued claims received in local offices, January 1940–August 1943

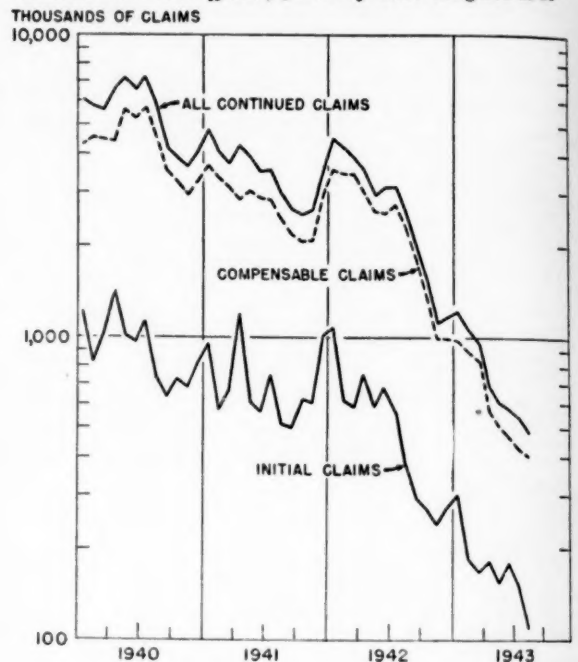


Table 1.—Summary of unemployment compensation operations, August and January–August 1943

Item	August 1943			January–August 1943		
	Number or amount	Percentage change from—		Number or amount	Percentage change from—	
		July 1943	August 1942		January–August 1942	January–August 1941
Initial claims ¹	110,346	–28.7	² –71.0	1,434,979	² –72.1	² –74.8
Continued claims ¹	488,286	–10.4	² –80.5	6,164,253	² –77.5	² –79.4
Waiting-period	81,285	–29.2	² –72.9	1,082,492	² –75.1	² –83.8
Compensable	407,001	–5.4	² –81.6	5,081,761	² –77.9	² –78.1
Weeks compensated	382,328	–5.5	–83.2	4,873,739	–79.0	–79.5
Total unemployment	344,093	–4.9	–83.6	4,372,834	–79.5	–79.8
Part-total unemployment ³	10,575	⁴ –16.3	² –79.6	131,410	² –79.9	–
Partial unemployment ³	25,641	⁴ –14.9	² –79.5	281,136	² –77.2	² –78.6
Weekly average beneficiaries for month	88,848	–1.9	–83.6			
Gross benefits paid	⁵ \$5,190,917	–6.5	–81.6	⁵ \$64,247,329	–77.3	–74.5
Net benefits paid since benefits first payable	\$2,096,354,836					
Funds available for benefits as of Aug. 31	⁶ \$4,337,308,137	+4.5	+39.9			

¹ Excludes California claims taken by USES personnel; data not reported.

² Based on data for 50 States; California data not comparable.

³ Excludes New York because data not reported, and Montana and Pennsylvania, which have no provisions for partial and part-total unemployment.

⁴ Based on 48 States reporting this type of payment during both periods.

⁵ Based on 47 States reporting this type of payment during both periods.

⁶ Based on 31 States reporting comparable data.

⁷ Excludes \$2,604 resulting from review of 1938–41 seasonal claims in Oregon.

⁸ Excludes \$76,353 resulting from review of 1938–41 seasonal claims in Oregon.

⁹ As of July 31 for Massachusetts.

was the rate of increase higher than 10 percent. In Alaska, New Mexico, North Dakota, and Wyoming an average of less than 25 unemployed workers received benefits each week.

An increasing degree of stabilization in the labor

force is indicated by the continuance during August of a decline in initial-claim receipts, which reflect new separations from work through lay-offs and other causes. Although fluctuations have occurred from month to month during 1943 in the

Table 2.—Initial and continued claims received in local offices, by State, August 1943

[Data reported by State agencies, corrected to Sept. 24, 1943]

Social Security Board region and State	Initial claims					Continued claims				
	Number	Percentage change from—		New ¹	Addi- tional ¹	Number	Percentage change from—		Waiting- period	Compen- sable
		July 1943	August 1942				July 1943	August 1942		
Total ²	110,346	-28.7	³ -71.0			488,286	-10.4	³ -80.5	81,285	407,001
Region I:										
Connecticut	1,763	-1.4	-71.0	1,491	272	3,076	-7.7	-89.8	648	2,428
Maine	931	-35.8	-36.1	584	347	2,914	-29.0	-74.2	457	2,457
Massachusetts	5,046	-19.9	-72.1	2,820	2,226	18,242	-7.1	-84.4	2,171	16,071
New Hampshire	773	-11.9	-60.3	437	336	3,462	-11.5	-57.4	225	3,237
Rhode Island	2,374	+1.2	-59.4	1,693	681	10,777	+22.2	-69.4	1,004	9,773
Vermont	134	-5.6	-65.6	102	32	930	+15.5	-58.1	115	815
Region II:										
New York	23,914	-36.9	-75.4	11,601	12,313	95,337	-11.0	-85.5	29,241	66,096
Region III:										
Delaware	80	-55.6	-82.7	64	16	447	-65.4	-85.6	20	427
New Jersey	7,930	-24.5	-63.4	4,226	3,704	28,125	-7.0	-78.5	4,115	24,010
Pennsylvania	4,302	-30.7	-72.3	14,302	(¹)	30,985	-11.0	-75.2	6,551	24,434
Region IV:										
District of Columbia	477	+12.2	-32.3	436	41	2,673	+15.2	-64.2	256	2,417
Maryland	727	-33.8	-64.6	1,727	(¹)	3,427	-37.0	-88.1	430	2,997
North Carolina	665	-67.7	-90.9	529	136	4,233	-17.6	-89.0	456	3,777
Virginia	1,154	-8.8	-50.9	967	187	7,617	-27.9	-68.8	585	7,032
West Virginia	1,485	-34.3	-48.4	1,178	307	8,681	-15.8	-58.4	619	8,062
Region V:										
Kentucky	1,460	-4	-55.0	1,209	251	9,442	-7.1	-65.2	720	8,722
Michigan	3,067	-14.7	-80.2	2,376	691	8,364	-4.2	-93.2	966	7,398
Ohio	2,557	-31.5	-77.3	12,557	(¹)	10,758	-2.8	-89.4	2,821	7,937
Region VI:										
Illinois	17,181	-20.3	-69.2	7,793	9,388	56,492	-16.6	-81.6	6,296	50,196
Indiana	1,978	-38.4	-63.3	11,978	(¹)	13,095	-10.3	-72.2	1,216	11,879
Wisconsin	1,079	-7.1	-73.2	(¹)	(¹)	5,977	+26.4	-74.6	1,343	4,634
Region VII:										
Alabama	1,968	-41.1	-70.5	1,530	438	12,356	-4.4	-74.4	1,404	10,952
Florida	1,648	-39.7	-70.5	11,648	(¹)	9,586	-2.5	-79.5	969	8,617
Georgia	1,179	-22.5	-83.8	890	290	8,014	-11.9	-83.0	1,569	6,445
Mississippi	651	-14.0	-72.3	539	112	3,318	-4.0	-72.3	435	2,883
South Carolina	1,793	-3.7	-58.3	1,448	345	8,085	+14.6	-61.7	1,296	6,789
Tennessee	2,398	-20.9	-66.4	1,912	486	19,247	+1.9	-67.4	2,176	17,071
Region VIII:										
Iowa	548	-44.6	-72.1	417	131	3,693	-28.3	-68.1	603	3,090
Minnesota	895	-33.2	-78.1	461	434	4,319	-28.8	-81.6	727	3,592
Nebraska	261	-43.6	-66.6	182	79	1,424	-7	-64.3	250	1,174
North Dakota	14	(¹)	(¹)	10	4	97	-17.1	-90.4	1	96
South Dakota	115	-1.7	+12.7	106	9	533	+13.2	+10.1	14	519
Region IX:										
Arkansas	1,634	-39.3	-55.6	1,572	62	10,329	+65.1	-52.8	1,064	9,265
Kansas	981	-27.5	-39.6	738	243	6,210	-10.8	-37.0	538	5,672
Missouri	3,905	-2.5	-63.6	2,849	1,056	14,788	-4.1	-78.4	2,400	12,388
Oklahoma	1,234	+7	-52.8	878	356	4,222	+1.5	-81.0	433	3,789
Region X:										
Louisiana	1,931	-54.6	-77.9	1,698	333	12,132	-20.5	-75.4	1,973	10,159
New Mexico	71	+10.9	-70.8	66	5	291	-30.7	-85.5	8	283
Texas	2,351	-21.3	-69.5	(¹)	(¹)	13,453	+9.1	-70.7	1,152	12,301
Region XI:										
Colorado	376	-14.9	-51.7	325	51	2,265	-11.4	-59.5	295	1,970
Idaho	50	-66.2	-63.8	41	9	649	-15.9	-68.5	41	608
Montana	61	-43.0	-79.7	47	14	389	-31.3	-82.5	63	326
Utah	92	-53.1	-63.5	71	21	405	+24.6	-83.3	36	369
Wyoming	16	(¹)	(¹)	15	1	109	-8.4	-83.3	3	106
Region XII:										
Arizona	131	-42.8	-77.8	116	15	1,866	-39.0	-51.0	27	1,839
California ²	6,187	-37.5	(¹)	3,557	2,630	22,716	-33.2	(¹)	3,243	19,473
Nevada	42	(¹)	(¹)	37	5	265	+18.8	-61.9	13	252
Oregon	292	-52.6	-44.9	197	95	1,275	-20.3	-60.7	120	1,155
Washington	415	-31.1	-60.8	271	144	1,072	-34.6	-78.9	148	924
Territories:										
Alaska	1	(¹)	(¹)	1	0	40	(¹)	(¹)	0	40
Hawaii	29	(¹)	(¹)	26	3	84	-51.7	-72.9	9	75

¹ State procedures do not provide for filing additional claims in Florida, Indiana, Maryland, Ohio, and Pennsylvania.

² Excludes California claims taken by USES personnel; data not reported

³ Based on data for 50 States.

⁴ Excludes all claims for partial unemployment.

⁵ Distribution by type of claim not available. In Wisconsin, provisions of State law are not comparable with those of other States.

⁶ Not computed, because fewer than 50 claims were reported in either or both periods.

Data not comparable.

number of initial claims filed, the general movement has been downward, and the August decrease of 29 percent represents the sharpest drop since February. Only four States—District of Colum-

bia, New Mexico, Oklahoma, and Rhode Island—reported increases, all relatively slight; their combined claim load represented less than 4 percent of the national total. Decreases, on the other

Table 3.—Number of beneficiaries, number of weeks compensated, and amount of benefits paid, August 1943, and funds available for benefits as of August 31, 1943, by State

[Data reported by State agencies, corrected to Sept. 18, 1943]

Social Security Board region and State	Beneficiaries			Weeks compensated for specified types of unemployment				Benefits paid ¹			Funds available for benefits ² as of Aug. 31, 1943
	Average weekly number	Percentage change from—		All types	Total	Part-total ¹	Partial ¹	Amount	Percentage change from—		
		July 1943	August 1942						July 1943	August 1942	
Total	88,848	-1.9	-83.6	382,328	344,093	10,575	25,641	\$5,190,917	-6.5	-81.6	\$4,337,308,137
Region I:											
Connecticut	613	-6.0	-91.0	2,648	2,468	17	163	40,707	-9.1	-88.9	113,870,090
Maine	532	-25.0	-77.7	2,338	1,694	55	589	23,673	-17.0	-73.8	21,317,867
Massachusetts	3,193	-6.0	-87.1	13,051	11,467	94	1,490	192,270	-34.9	-82.2	155,518,497
New Hampshire	682	-1.4	-49.9	3,049	2,571	5	473	32,654	+9	-37.1	15,034,010
Rhode Island	2,486	+19.7	-68.7	10,652	9,344	0	1,308	164,021	+25.4	-60.0	44,661,148
Vermont	139	-1.4	-58.6	569	538	16	15	6,326	-8.8	-53.6	7,967,572
Region II:											
New York	17,364	+16.0	-88.1	75,052	73,033	(1)	(1)	1,144,886	+8.0	-85.9	554,124,321
Region III:											
Delaware	88	-65.4	-88.0	379	297	9	73	4,356	-53.5	-84.3	12,007,123
New Jersey	5,343	-3.2	-82.2	23,253	21,072	26	2,155	349,352	-4.0	-79.2	288,942,700
Pennsylvania	5,363	+2.2	-78.1	23,660	23,660	(1)	(1)	338,632	-1.3	-72.4	430,814,879
Region IV:											
District of Columbia	565	+13.0	-62.9	2,438	2,354	75	9	38,340	+12.7	-55.3	29,088,527
Maryland	880	-20.5	-85.2	3,746	2,178	16	1,552	50,102	-24.1	-84.5	77,183,396
North Carolina	961	-11.1	-88.3	4,223	3,909	45	269	33,540	-10.5	-86.5	64,969,436
Virginia	1,635	-31.4	-75.7	6,945	6,315	545	85	76,767	-28.7	-71.1	44,740,693
West Virginia	1,861	+3.0	-68.6	8,022	5,891	0	2,131	116,961	-11.4	-52.1	46,809,446
Region V:											
Kentucky	1,511	-4	-70.6	6,334	5,809	451	74	57,531	-4.8	-67.5	61,238,877
Michigan	1,637	-9.6	-94.7	6,547	6,272	153	122	109,596	-18.2	-94.6	189,483,332
Ohio	1,670	+3.7	-91.5	7,376	5,896	114	1,366	84,754	+11.8	-91.5	319,274,880
Region VI:											
Illinois	12,164	-15.8	-84.0	51,932	40,798	3,459	7,675	726,984	-20.8	-82.6	363,752,529
Indiana	2,934	+5.4	-70.8	12,098	11,224	162	712	167,629	-5.4	-66.3	114,345,305
Wisconsin	831	+13.1	-80.1	3,499	3,021	123	355	41,555	+11.0	-81.0	98,339,185
Region VII:											
Alabama	2,593	+18.9	-69.8	10,990	10,246	721	23	115,248	+15.8	-66.6	44,318,754
Florida	1,374	+5.2	-85.8	6,190	5,876	237	77	66,194	+14.5	-84.3	28,976,667
Georgia	1,267	-19.9	-85.2	5,080	5,466	158	56	57,529	-6.4	-82.9	49,134,992
Mississippi	392	-5.1	-80.7	1,670	1,571	39	60	29,149	-8.3	-72.7	13,401,564
South Carolina	763	+25.1	-78.0	3,300	3,181	69	50	34,534	+28.4	-71.0	25,816,412
Tennessee	3,620	+12.8	-66.1	15,436	14,998	297	141	166,086	+12.0	-60.0	42,856,977
Region VIII:											
Iowa	673	-16.8	-68.8	3,002	2,737	199	66	32,273	-14.3	-60.7	36,711,538
Minnesota	846	-26.9	-81.0	3,622	3,208	287	127	43,860	-29.6	-79.6	48,782,809
Nebraska	263	+9.1	-60.2	1,140	1,005	26	109	13,037	+10.9	-46.5	16,450,437
North Dakota	12	(6)	(6)	49	41	1	7	402	-41.1	-94.2	3,438,708
South Dakota	40	(6)	(6)	174	147	1	26	1,517	-32.0	-72.0	4,953,168
Region IX:											
Arkansas	1,403	+175.6	-58.6	6,272	6,088	98	86	68,789	+190.2	-42.0	18,188,410
Kansas	1,364	+2.7	-16.3	5,912	5,508	357	47	75,402	-3.1	+3.3	31,770,242
Missouri	2,113	-1.5	-80.9	9,167	8,434	61	672	129,557	-5.3	-77.6	104,833,920
Oklahoma	482	-4	-86.9	2,062	1,812	234	16	28,893	-1.9	-83.5	31,744,575
Region X:											
Louisiana	1,988	+22.1	-75.8	7,951	7,053	176	722	94,847	+3.1	-72.8	41,320,740
New Mexico	21	(6)	(6)	85	81	3	1	912	-28.3	-94.2	6,024,982
Texas	1,214	+28.1	-82.6	5,214	4,938	276	0	54,389	+23.1	-77.5	103,573,508
Region XI:											
Colorado	293	-7.9	-71.6	1,206	1,095	21	90	16,042	-16.8	-59.3	23,303,850
Idaho	100	-5.7	-71.9	532	507	25	0	6,008	-4	-54.3	8,732,406
Montana	82	+20.6	-85.5	349	349	(1)	(1)	3,651	+5.7	-84.4	10,898,063
Utah	95	+90.0	-83.3	410	398	10	2	6,686	+104.0	-77.9	14,574,533
Wyoming	1	(6)	(6)	12	12	0	0	186	-21.2	-95.5	5,119,428
Region XII:											
Arizona	77	+20.3	-84.3	334	320	14	0	4,489	+18.2	-80.4	11,320,435
California	4,902	-32.0	-85.5	21,697	17,687	1,816	2,194	334,548	-27.7	-84.5	407,025,982
Nevada	46	(6)	(6)	182	179	2	1	2,597	-7.3	-59.2	5,935,875
Oregon	241	-7.7	-70.6	953	629	36	298	9,162	-20.5	-75.3	39,358,731
Washington	181	-40.8	-84.1	725	540	34	151	9,290	-44.6	-81.7	77,646,285
Territories:											
Alaska	13	(6)	(6)	67	63	4	0	893	-20.4	-81.5	4,055,271
Hawaii	27	(6)	(6)	124	113	8	3	2,261	+10.3	-71.5	13,551,189

¹ Benefits for partial and part-total unemployment are not provided by State law in Montana and Pennsylvania. New York data not available.

² Not adjusted for voided benefit checks; includes supplemental payments.

³ Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account

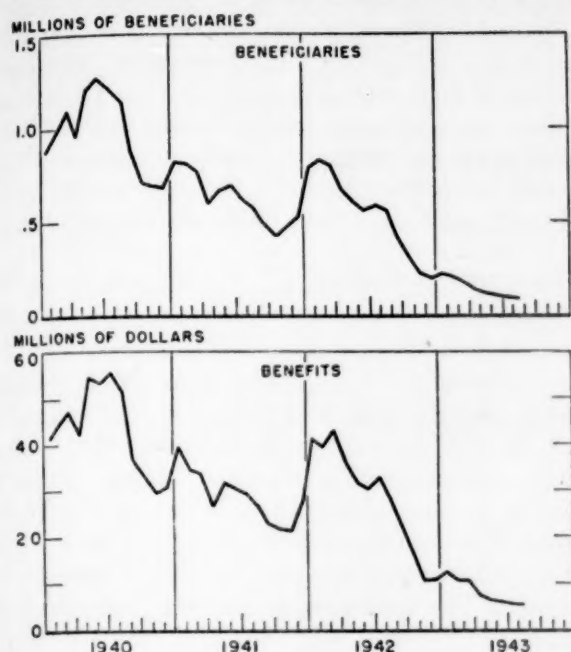
maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

⁴ Excludes \$2,604 resulting from review of 1938-41 seasonal claims in Oregon.

⁵ As of July 31, 1943.

⁶ Not computed because fewer than 50 beneficiaries were reported in either or both periods.

Chart 2.—Number of beneficiaries and amount of unemployment benefits paid, January 1940–August 1943



hand, ranged from 0.4 percent in Kentucky to 68 percent in North Carolina; 23 States reported decreases of 30 percent or more. Fewer than 50 initial claims were filed in Alaska, Hawaii, Nevada, North Dakota, and Wyoming.

The effects of increased industrial activity are perhaps more clearly discernible in the consistently declining continued-claim loads. The 10-percent decrease in August marked a continuation of the

steady monthly decline which began in February of this year. These successive declines in continued-claim receipts, despite fluctuations in the number of initial claims filed, suggest that many workers are reemployed during the waiting period.

Only 13 States reported increased continued claims in August, 9 of them showing increases of more than 10 percent. On the other hand, decreases in 13 States amounted to more than 25 percent. Less than 500 continued claims were reported by Alaska, Delaware, Hawaii, Montana, Nevada, New Mexico, North Dakota, Utah, and Wyoming. Except for Delaware and Montana, each of these States was in the same category in the previous month.

At the close of the month, funds available for benefits amounted to \$4.3 billion, 40 percent more than at the end of August 1942. Contributions collected during January–August 1943 were 19 percent greater than collections for the comparable months of 1942. Although the relative increase in covered wages between these two periods was much greater, the operation of experience rating in several States has tended to reduce somewhat the additions to the reserve. The recent enactment of war-risk contribution programs in a few of these States, however, is expected to offset partially these reductions in the future. Under these programs, the contribution rates of employers whose pay rolls have been inflated as a result of wartime expansion will be increased in order to meet the possible post-war drain on funds.

Employment Service Operations*

Labor-Market Developments

Although August production continued the upward trend noted in July, the country is still considerably short of practically all production goals, and manpower continues to be one of the major obstacles to full production. To alleviate production problems, three major steps were taken in September:

1. The War Production Board barred the placing of additional war contracts in 59 areas with acute labor shortages, unless the required products cannot be made elsewhere on schedule. It also forbade Government procurement agencies to let

any contract requiring increases in employment in the West Coast region without the permission of the WPB. This directive replaces the one issued in October 1942 which placed manpower third on a list of five factors to be considered in letting contracts.

2. President Roosevelt ordered the creation of a joint Army-Navy production committee to keep the production of weapons constantly adjusted to the requirements and lessons of the war fronts. The committee may be able to eliminate the manufacture of some munitions no longer needed in large quantities, thereby releasing skilled workers to other jobs where they are urgently needed.

3. The West Coast Plan is now in operation in Oregon, Washington, and California. It is the

*Prepared by the Reports and Analysis Service, War Manpower Commission.

first regional manpower priorities program, and the first to control referrals of all male and female workers. Where advantageous to the war effort, war production will be removed from the West Coast by curtailment and redistribution of contracts, and by increased subcontracting. Employment ceilings for individual plants, activities, and services will be established. All proposals for new facilities and all supply contracts involving increases in employment will be reviewed.

Hiring priorities will be established, and all plants classified into three groups: class I, which may expand employment to established ceilings; class II, which may maintain employment at an established ceiling, by hiring as necessary; and class III, those which may not hire, except in emergencies, and from which workers will be drawn. Replacement schedules will be required of all class I and class II plants. Hiring will be done only through USES referrals or through USES approved channels, and workers will accept jobs only from among those to which they are referred.

The War Food Administration will determine the labor requirements for essential agriculture, by crop and by area, and will from time to time review all deferments. The WMC will aid WFA in obtaining manpower for peak seasonal requirements—if necessary, by importation of foreign workers and by allocation of prisoners of war or, in emergencies, through Army units.

Selective service withdrawals from classified establishments "will be related to employment ceilings and replacement possibilities with adequate consideration for the deferment of key workers."

The WMC will, at the request of either management or WPB, assist plants to reduce labor hoarding and under-utilization of skills, to improve training, supervision, and personnel, eliminate causes of turn-over and absenteeism, and minimize labor requirements. Labor utilization will be considered in setting manpower ceilings. The Nation-wide recruitment campaign to get additional labor for the West Coast will be accelerated.

Placement Activities

Both employment and unemployment declined from July to August, according to estimates of the Department of Commerce. The total civilian labor force fell from 55.5 million to 54.9 million—2.3 percent below the total for August 1942. The July-August decline occurred almost entirely among persons under 20 years of age; military inductions and the early reopening of the schools were the main factors responsible. A decline is usual at this season, and the drop this year was about equal to that which occurred last year; then, however, the civilian labor force was larger. The ever-rising production goals must be met with a shrinking labor force that is increasingly made up of older and of less-experienced workers.

Farm employment on September 1 was at a higher level than it had been either a month or a year earlier, according to the Department of Agriculture. Although there is normally an increase from August to September, the increase over the 1942 level was the first recorded this year. A number of crops matured earlier than usual, and the relief of drought conditions in some sections of the country enabled farmers to do some late

Table 1.—Nonagricultural placements in the continental United States, by industry division and major occupational group, August 1943

Industry division	Total, all occupations					Professional and managerial	Clerical and sales	Service	Skilled	Semi-skilled	Unskilled and other
	Number	Percentage change from—		Women	Non-white						
		July 1943	August 1942								
Total	907, 217	+3. 0	+42. 1	334, 293	154, 690	8, 429	67, 802	90, 271	108, 263	135, 582	496, 870
Forestry and fishing	1, 027	+77. 7	+119. 0	34	65	20	15	48	159	224	561
Mining	11, 843	+28. 9	+244. 6	255	742	39	171	96	4, 011	1, 120	6, 406
Construction	91, 096	+3. 2	-54. 1	2, 077	18, 279	273	2, 452	1, 394	21, 248	8, 422	57, 307
Manufacturing	582, 196	+3. 8	+143. 8	228, 572	64, 779	4, 661	30, 506	11, 410	70, 625	106, 677	358, 317
Transportation, communication, and other public utilities	37, 272	+14. 3	+64. 0	6, 141	7, 914	229	4, 656	1, 463	3, 371	4, 481	23, 081
Wholesale and retail trade	57, 096	+20. 5	+38. 3	23, 797	15, 515	321	12, 387	14, 675	1, 596	4, 455	24, 562
Finance, insurance, and real estate	3, 671	-3	+7. 1	2, 108	620	41	1, 845	1, 215	137	76	357
Service	78, 073	-4. 0	+4	54, 324	39, 474	1, 905	5, 712	54, 182	2, 676	4, 540	9, 058
Government	42, 653	-22. 9	-15. 9	16, 636	6, 380	949	9, 979	5, 750	4, 384	5, 553	16, 038
Establishments not elsewhere classified	1, 390	+275. 7	+125. 6	349	922	0	79	38	56	34	1, 183

summer sowing. Increased employment of family workers more than offset a reduction in the number of hired hands this year as compared with last; productive capacity, however, does not neces-

sarily increase with the number employed on farms.

The 907,000 nonagricultural placements made by the United States Employment Service in August were the largest number recorded since

Table 2.—Nonagricultural placements in the continental United States, August and January–August 1943, and applications received in public employment offices, August 1943, by State

War Manpower Commission region and State	Nonagricultural placements											Applica- tions re- ceived August 1943		
	August 1943									January–August 1943				
	Num- ber	Percentage change from—		Short-time		Women		Nonwhite			Num- ber		Per- centage change from Janu- ary– August 1942	
		July 1943	August 1942	Num- ber	Per- cent of total	Num- ber	Per- centage change from July 1943	Per- cent of total	Num- ber	Per- centage change from July 1943 ¹				Per- cent of total
Total.....	907,217	+3.0	+42.1	68,025	7.5	334,293	+7.2	36.8	154,600	+10.6	17.1	6,071,329	+38.9	897,299
Region I:														
Connecticut.....	11,645	+10.9	+36.8	273	2.3	4,841	+2.1	41.6	824	-15.3	7.1	79,207	+8.5	7,824
Maine.....	6,472	-5.5	+50.2	670	10.4	2,161	-12.3	33.4	119	+63.0	1.8	46,796	+28.0	9,553
Massachusetts.....	24,927	-2.9	+96.1	179	.7	10,563	-4.1	42.4	717	+21.7	2.9	172,657	+100.0	48,617
New Hampshire.....	2,580	-3.3	+68.0	46	1.8	1,131	+3.0	43.8	10	.....	.4	16,627	+11.0	2,798
Rhode Island.....	5,840	+5.0	+30.4	15	.3	2,395	+43.3	41.0	110	+30.7	1.9	38,898	+63.0	11,437
Vermont.....	1,176	+38.2	+131.0	23	2.0	302	+15.3	25.7	2	.....	.2	5,709	+4.4	1,290
Region II:														
New York.....	78,061	-2.8	+22.3	24,694	31.6	38,674	-4.2	49.5	27,730	-1	35.5	580,552	+22.3	108,230
Region III:														
Delaware.....	2,639	+3.3	+52.8	0	0	962	+15.8	36.5	456	-18.6	17.3	15,497	+30.4	2,501
New Jersey.....	42,968	+35.3	+196.5	3,116	7.3	16,891	+50.4	39.3	10,420	+99.1	24.3	217,303	+78.1	32,090
Pennsylvania.....	41,896	+10.4	+48.0	1,683	4.0	16,014	+11.1	38.2	5,313	+4.1	12.7	279,920	+34.1	82,924
Region IV:														
District of Columbia.....	3,014	-11.6	-28.7	1,056	35.0	2,138	-5.9	70.9	2,309	-8.2	76.6	26,380	-42.5	6,376
Maryland.....	15,722	-24.5	+51.2	67	.4	7,511	-23.6	47.8	4,476	-23.3	28.5	115,903	+87.9	28,662
North Carolina.....	24,527	+55.0	+17.7	701	2.9	11,715	+111.0	47.8	12,490	+106.1	50.9	126,515	-9.7	6,347
Virginia.....	9,288	+5.0	+13.0	68	.7	3,738	+6.4	40.2	3,607	+1.5	38.8	61,863	-4.9	15,400
West Virginia.....	7,358	+21.7	+100.3	279	3.8	1,625	+25.1	22.1	380	+4.1	5.2	48,336	+67.2	9,501
Region V:														
Kentucky.....	18,625	+32.8	+100.5	196	1.1	4,343	+62.3	23.3	3,685	+34.1	19.8	96,664	+52.7	8,485
Michigan.....	39,491	+6.6	+136.2	428	1.1	17,379	+6.0	44.0	3,766	+4.8	9.5	235,731	+85.3	6,679
Ohio.....	64,466	+1.1	+67.1	6,881	10.7	24,664	+1.6	38.3	9,305	+3.5	14.4	434,453	+71.4	7,088
Region VI:														
Illinois.....	25,805	-3.8	+24.3	624	2.4	10,048	+2	38.9	2,430	-22.5	9.4	193,205	+9.7	55,075
Indiana.....	26,914	+16.7	+107.8	1,012	3.8	10,956	+21.6	40.7	1,939	+9.4	7.2	169,724	+61.3	40,086
Wisconsin.....	19,691	-40.6	+39.3	596	3.0	7,953	-21.2	40.4	184	-8.0	.9	139,367	+46.6	21,185
Region VII:														
Alabama.....	16,581	-6.5	+326.0	52	.3	4,665	+16.1	28.1	4,283	-2.3	25.8	120,839	+141.6	24,812
Florida.....	19,414	-6.4	+81.4	537	2.8	5,844	+23.4	30.1	5,584	-3	28.8	133,731	+101.5	30,150
Georgia.....	28,394	+23.6	+269.6	93	.3	7,190	+36.5	25.3	8,465	+22.0	29.8	140,159	+131.7	11,969
Mississippi.....	11,499	-1.6	-8.1	61	.5	3,537	+13.6	30.8	3,927	-15.6	34.2	77,316	+17.9	17,079
South Carolina.....	11,157	+17.5	+114.4	337	3.0	3,926	+17.8	35.2	3,942	+55.6	35.3	50,132	+7.7	17,877
Tennessee.....	23,010	+75.2	+203.0	230	1.0	5,345	+28.1	23.2	4,419	+43.3	19.2	99,170	+73.7	14,328
Region VIII:														
Iowa.....	13,641	+21.2	+64.9	493	3.6	5,850	+29.4	42.9	288	+16.6	2.1	71,457	+34.4	15,516
Minnesota.....	22,458	-1.3	+135.8	2,024	9.0	7,508	+3.0	33.4	129	-9.2	.6	119,511	+99.7	24,339
Nebraska.....	7,232	+2.0	-6.2	842	11.6	2,120	+74.1	29.3	357	+8.8	4.9	53,308	+14.8	7,672
North Dakota.....	1,089	-33.2	-15.1	332	30.5	385	-40.9	35.4	17	.....	1.6	12,852	+2.1	9,268
South Dakota.....	1,633	-26.1	-70.7	113	6.9	472	-3.9	28.9	125	-39.6	7.7	12,791	-37.0	2,748
Region IX:														
Arkansas.....	9,383	-11.6	-58.7	705	7.5	3,490	+35.4	37.2	2,599	-20.6	27.7	78,175	-29.5	9,459
Kansas.....	12,335	-5.3	-6.6	931	7.5	3,879	+3.0	31.4	1,482	+9.0	12.0	107,948	+46.4	8,182
Missouri.....	27,670	-5	-6.3	945	3.4	11,509	+2.5	41.6	2,852	-8.6	10.3	202,681	+26.8	47,170
Oklahoma.....	9,128	+7.9	+20.3	1,073	11.8	2,279	-2.7	25.0	1,509	+6.7	16.5	64,057	+38.3	4,953
Region X:														
Louisiana.....	6,485	+7.6	+53.4	483	7.4	2,186	+10.4	33.7	2,614	+12.1	40.3	45,457	+1.4	7,810
New Mexico.....	2,197	-21.1	-38.3	51	2.3	309	-17.2	14.1	50	-33.3	2.3	17,572	-22.4	1,587
Texas.....	39,858	-9.0	-2.2	1,832	4.6	11,939	-2.9	30.0	11,911	-1.2	29.9	341,040	+4.0	38,167
Region XI:														
Colorado.....	9,126	+73.8	+18.6	590	6.5	2,450	+55.5	26.8	231	+266.7	2.5	44,621	+9.2	10,671
Idaho.....	3,507	+25.3	-43.2	444	12.7	485	-20.2	13.8	23	.....	.7	25,229	-4.9	2,310
Montana.....	2,915	+28.5	-46.3	163	5.6	500	+20.5	17.2	159	+72.8	5.5	16,129	-22.5	5,099
Utah.....	5,563	-23.4	-27.4	34	.6	930	-57.0	16.7	131	-84.0	2.4	68,680	+130.1	3,616
Wyoming.....	1,664	+12.1	-63.5	62	3.7	304	-16.0	18.3	45	.....	2.7	12,098	-26.6	915
Region XII:														
Arizona.....	4,948	+15.7	+24.9	198	4.0	1,529	+36.3	30.9	927	-11.4	18.7	34,047	+30.7	1,852
California.....	85,161	+5	+23.3	4,773	5.6	33,193	+9.5	39.0	5,949	+31.3	7.0	630,392	+38.9	49,912
Nevada.....	3,520	-12.8	+4.8	482	13.7	568	-22.4	16.1	423	-21.2	12.0	29,377	+39.8	675
Oregon.....	18,908	-2.8	+59.8	1,254	6.6	5,739	-15.3	30.4	293	-24.5	1.5	156,309	+101.2	15,552
Washington.....	35,636	-6.7	+111.7	6,284	17.6	10,158	-10.8	28.5	1,684	+16.1	4.7	204,944	+82.0	1,463

¹ Computed only for States reporting 50 or more nonwhite placements in both months.

² Excludes renewals for Connecticut and Ohio; data not reported.

³ Excludes renewals; data not reported.

comparable data became available in 1940, and 42 percent greater than in August 1942. Nearly two-thirds of all nonfarm placements were in manufacturing industries, and 62 percent of these were placements of unskilled workers. Both types of placements have been accounting for an increasingly large part of the total.

Railroad Unemployment Insurance and Employment Service*

Employment Service

Employment service operations in August continued at the pace set early in the summer. Workers were placed in 36,100 railroad jobs, 23 percent more than in July and 179 percent more than in August 1942. The New York region alone accounted for 10,376 placements.

Much of the rise occurred in placements of freight handlers, of whom $3\frac{1}{2}$ times as many were placed as in July. Many of these were part-time workers recruited to handle an accumulation of emergency freight in the New York harbor area. The increase in placements in the station-and-platform laborer group, in which freight handlers are included, was 169 percent. Other groups which showed more than proportionate advances were office workers, 30 percent; train-and-engine service employees, 25 percent; and maintenance-of-equipment and stores laborers, 36 percent. Smaller rises occurred in placements of skilled shopmen and of laborers in maintenance of way and structures, and in miscellaneous occupations. Skilled building tradesmen and helpers and apprentices, however, were recruited for fewer jobs than in July.

During August 1,750 workers were recruited outside the region in which they were to work. Of these workers, the Kansas City region recruited 480, the Atlanta region 390, and the Dallas region 370. Employers in the San Francisco region benefited most from workers recruited from other regions; the majority were shop laborers and some 100 were train-and-engine service workers. Employers in the Denver region hired 500 workers, and in the New York region 150 workers, in this manner.

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

All but 14 States participated in the increase in placements that was recorded from August 1942 to August 1943, but there was no uniformity in the July-August comparisons. About half the States reported increases, ranging from less than 1 to more than 75 percent, while the decreases in the others ranged from 0.5 to 40.6 percent.

Employer orders, openings, and referrals recorded for August rose to 5,000, 41,600, and 50,200, respectively. The corresponding figures for July were 4,500, 37,800, and 42,000.

Mexican recruitment program.—During August, 2,720 workers from Mexico entered the United States for railroad work. Twelve employers and six of the nine Board regions are now participating in the Mexican recruitment program. The War Manpower Commission has authorized the use of these workers in 22 States including Illinois, Michigan, and Ohio, and practically every State west of the Mississippi. Approximately 14,600 were in service at the end of the month.

Board representatives have made routine inspections of most of the gangs in which Mexican nationals are employed to see that the contract terms are being met fully. These representatives report that, in general, the workers are well satisfied and that employers are attempting to keep them so. In one area, an employer has set up special committees to handle difficulties which may arise, to acquaint the workers with American customs and the ration system, and to help them with general purchasing problems.

Personnel needs and surpluses.—Railroad personnel needs for August, as estimated by 177 employers, mounted to almost 79,000, the most severe labor shortage recorded in the 9 months that these reports have been compiled. The sharpest change occurred in the New England and Middle Atlantic States, where requirements exceeded those reported for July by 5,100. The greater needs were confined almost entirely to employment in the maintenance of way and structures and in transportation. Shortages in the other groups remained relatively stable in this area. The needs, in general, increased slightly in all groups throughout the rest of the country ex-

cept on the Pacific Coast, where there was a decrease for the second successive month. In that area shortages declined in August by 1,000 in the maintenance-of-way and structures group, probably because the Mexican workers have met part of the demand.

The number of anticipated furloughs or lay-offs rose slightly, from 347 in July to 382 in August. About 85 percent were for brakemen, switchmen, and locomotive firemen, whose furloughs are usually of extremely short duration.

Employment service developments.—Although the War Manpower Commission has long considered the railroad industry essential to the war effort, in August the Commission further recognized the vital nature of its services by designating more than 20 different occupations within the industry as critical.

Since the beginning of the labor shortage, there has been a continuous process of modifying qualifications for new employees. The railroads have relaxed physical, racial, sex, nationality, age, and experience requirements, and added economic inducements in the form of free lodging, free board, and overtime work. In August, additional railroad hiring officials adopted one or more of these modifications.

Workers without any previous experience are now being accepted by more employers as skilled trades helpers and some carriers will employ as machinists individuals with general machinist experience regardless of the industry in which the experience was gained. In one area, experienced signalmen are being hired regardless of age. That hiring practices are being studied with a view toward further simplification wherever possible is indicated by the request of a prominent carrier official that an outline of the problems confronting the Board in its efforts to recruit

railroad labor be prepared for the guidance of a committee of carrier personnel officers.

Other innovations are being introduced. Regular track laborers are used as freight handlers on week ends. Plans have been made to use trackmen in other occupations, such as coal passer, during the winter months. Pools of both full-time and part-time workers are being formed in a number of occupations to handle emergency situations. Some of the pools are made up of business and professional men for part-time work, such as freight handling, and some are of regular trainmen from different carriers at a busy terminal point to serve those who may need more trainmen than are on their own rolls.

Perhaps the most important jurisdictional development affecting the employment service was the issuance of WMC Operating Instruction—Field No. 20. This instruction delegated to the Board authority to issue statements of availability, and placed the entire railroad industry officially under WMC stabilization programs.

Unemployment Insurance Operations

Unemployment insurance operations in August remained near the low level of the preceding month. Employment on class I railroads decreased about 9,700 from mid-July to mid-August, but the unemployment insurance rolls did not reflect this reduction. On the contrary, there was a small decline in the number of claims received. An increase in payments occurred in August, but this was primarily the result of delays in verifying eligibility at the opening of the new benefit year, which postponed payment on some July claims until August.

Reductions in railroad employment under acute labor-shortage conditions arise more from workers' leaving the industry than from lay-offs.

Table 1.—Railroad unemployment insurance: Placements, applications for certificate of benefit rights received, claims received, and benefit payments certified, by specified period, 1942-44

Period	1943-44					1942-43				
	Place- ments	Applica- tions ¹	Claims	Benefit payments ²		Place- ments	Applica- tions ¹	Claims	Benefit payments ²	
				Number	Amount				Number	Amount
July-August	65,366	1,721	4,040	2,778	\$60,465	28,550	9,855	23,541	17,531	\$366,998
July	29,276	1,024	2,034	1,213	29,123	15,628	6,642	11,134	7,263	148,236
August	36,090	697	2,006	1,565	40,342	12,922	3,213	12,407	10,268	218,762

¹ Includes applications for current and preceding benefit years.

² Net figures, adjusted for underpayments and recovery of overpayments.

Nearly 100,000 workers have been leaving the industry each month, most of them to enter other industries. In August, substantial numbers of high-school boys also quit for a brief vacation before returning to school. Their withdrawal particularly affected the maintenance-of-way departments; employment in maintenance of way and structures decreased 6,700 from mid-July to mid-August. That this decrease resulted primarily from withdrawals is also indicated by the fact that, in spite of the efforts of the Employment Service to replace these workers, a preliminary compilation of the September reports from the railroads indicates a more acute labor shortage than in August.

There were small numbers of lay-offs, mainly of conductors, engineers, firemen, and brakemen, and a few clerks, skilled shopmen, helpers, and apprentices were also laid off. Many of these workers did not receive unemployment insurance benefits because they were quickly reemployed. Others were not qualified for benefits because of insufficient railroad earnings in 1942, or because they had entered the industry in recent months.

Certificates, claims, benefits, and accounts.—Applications for certificate of benefit rights were received from 700 workers, about two-thirds as many as in the preceding month and a little over one-fifth the number received in August 1942. Action on these applications and on those held over from July resulted in the issuance of 760 certificates. In the first 2 months of this fiscal year, 1,720 railroad workers indicated some unemployment by filing applications; in the corresponding period of last year there were 9,860.

A total of 2,010 claims for unemployment compensation were received during the month, a few less than in July. Nearly one-fourth of the claims were made in the Atlanta region, which, together with the New York and Chicago regions, accounted for 58 percent of the total.

Payments totaling \$40,342 were made for 1,560 compensable 2-week periods of unemployment. Initial certifications averaged \$20.35, a rise of 72 cents above the July level but not as high as the June average. Since the average number of compensable days per registration period rose very little, the gain was due almost entirely to an increased proportion of benefit payments at the higher benefit rates. As a result the average daily benefit rate advanced from \$3.32 in July to \$3.44 in August. Nearly 48 percent of the initial payments were made to workers in train-and-engine service occupations.

The average payment for subsequent periods of unemployment also increased, but more sharply than that for initial certifications. The gain of \$2.24 raised the average for payments of this type to \$29.75. The average benefit rate was 10 cents lower than in the preceding month, but the average number of compensable days rose from 8.04 to 8.96. Of the claimants receiving subsequent payments, 41 percent were train-and-engine service workers.

Accounts were opened during the month for 572 railroad workers; accounts opened in July and August numbered 1,050, less than one-sixth the number for the corresponding months of 1942.

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days for certifications in benefit year 1943-44, by month¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment			Certifications with 8-13 days of unemployment				Certifications with 5-7 days of unemployment			
	Number	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²
Certifications for first registration period:															
July 1943.....	304	\$18.94	\$3.17	5.97	69.4	\$22.15	\$3.16	30.6	\$11.65	\$3.21	3.62				
August.....	551	20.35	3.44	5.92	66.1	23.98	3.43	33.9	13.29	3.49	3.81				
Certifications for subsequent registration periods:															
July 1943.....	21	27.64	2.86	9.67	90.5	28.55	2.86	9.5	19.00	2.92	6.50	0.0			
August.....	968	29.75	3.32	8.96	74.6	33.67	3.37	19.8	21.31	3.05	6.98	5.6	\$7.26	\$3.30	2.20

¹ Data cover only certifications for unemployment in the current benefit year. Data for initial certifications in both months and subsequent certifications in July are based on a complete tabulation; data for subsequent certifications in August, except total number of certifications and average payment for all certifications, are based on a 50-percent sample.

² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, August 1943

Both the number (827,000) and amount (\$15.1 million) of benefits in force at the end of August were 2 percent above the totals for the previous month and 32 percent over those for a year ago. The fact that the rate of increase in total amount has been exactly the same as the rate of increase in number of benefits conceals increases in the average benefit amount for each type of benefit except widow's. The number of survivor beneficiaries, however, who receive smaller average payments, has increased relatively more than the number of primary beneficiaries who receive the highest average payment (table 2).

The increase in average amount of benefits in force was due to the higher averages in recent awards, which, in turn, were due largely to the higher wage levels of recent periods. Widow's benefits, however, established their highest averages among the awards of 1940. The slight decline that has occurred since 1940 in this type of benefit reflects the operation of technical provisions in the program and should not be taken to indicate a

Table 2.—Average amount of benefits in force and percentage distribution of number of benefits in force by type of benefit, August 31, 1943 and 1942

Type of benefit	Average amount of benefits in force		Percent of total number of benefits in force	
	Aug. 31, 1943	Aug. 31, 1942	Aug. 31, 1943	Aug. 31, 1942
Total			100.0	100.0
Primary	\$23.19	\$22.88	43.6	46.3
Wife's	12.34	12.18	12.5	13.0
Child's	12.26	12.18	27.9	26.6
Widow's	20.14	20.19	5.0	3.8
Widow's current	19.66	19.53	10.6	10.2
Parent's	13.09	12.98	.4	.4

decline in the average monthly wages of any group of individuals covered under the program.

Almost \$13.2 million was certified for monthly benefits in August 1943 and \$1.4 million for lump-sum death payments, bringing to \$112 million the total certified in the first 8 months of 1943.

Applicants for Account Numbers, April-June 1943

A cumulative total of 72.4 million social security account numbers had been established as of the end of June 1943. This total represented an esti-

Table 1.—Monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, August 1943

[Current month's data corrected to Sept. 14, 1943]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of July 31, 1943	810,278	\$14,761,208	354,757	\$8,219,299	101,285	\$1,248,891	224,836	\$2,754,659	39,612	\$797,765	86,160	\$1,693,255	3,628	\$47,429
Current-payment status	685,009	12,381,385	288,242	6,710,856	85,909	1,066,671	202,688	2,482,745	39,082	786,190	65,515	1,288,157	3,573	46,766
Deferred-payment status	3,456	65,793	2,210	47,479	446	5,326	382	4,500	136	3,366	276	4,993	6	69
Conditional-payment status	121,813	2,314,120	64,305	1,460,964	14,930	176,894	21,766	267,354	394	8,209	20,309	400,105	49	594
Suspended	102,703	1,905,371	55,263	1,214,331	12,360	141,557	19,032	233,462	249	5,122	15,752	310,329	47	570
Frozen	19,110	408,749	9,042	246,633	2,570	35,337	2,734	33,892	145	3,087	4,617	80,776	2	24
Actions during August 1943:														
Benefits awarded	21,675	392,149	7,292	178,455	2,649	33,819	7,144	88,800	1,509	32,276	2,884	57,251	107	1,458
Entitlements terminated ³	5,448	97,745	1,775	42,807	891	11,287	1,665	21,546	114	2,297	982	19,518	21	290
Net adjustments ⁴	86	2,815	5	337	9	137	65	1,689	-3	-44	10	693	0	3
In force as of Aug. 31, 1943	826,591	15,058,517	360,279	8,355,284	103,052	1,271,560	230,380	2,823,692	41,094	827,700	88,072	1,731,681	3,714	48,000
Current-payment status	697,055	12,603,437	292,212	6,812,190	87,280	1,085,009	206,738	2,531,832	40,518	815,299	66,650	1,311,199	3,657	47,908
Deferred-payment status	3,455	66,186	2,201	47,426	420	5,051	382	4,647	136	3,279	312	5,734	4	49
Conditional-payment status	126,081	2,388,894	65,866	1,495,668	15,352	181,500	23,290	287,213	440	9,122	21,110	414,748	53	643
Suspended	106,504	1,972,790	56,847	1,249,542	12,772	146,152	20,255	249,707	277	5,675	16,302	321,094	51	620
Frozen	19,577	416,104	9,019	246,126	2,580	35,348	3,005	37,506	163	3,447	4,808	93,654	2	23

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

² Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit. Benefit in deferred-payment status is one withheld entirely for a known period. Benefit in conditional-payment status is one withheld entirely for an indefinite

period; if previously in current or deferred-payment status, it is a suspended benefit; otherwise it is a frozen benefit.

³ Benefits are terminated when a beneficiary dies or loses entitlement to benefits for the reasons specified in 1939 amendments, sec. 202.

⁴ Adjustments result from operation of maximum and minimum provisions of 1939 amendments, sec. 203 (a) and (b), and from other administrative actions.

Table 3.—Monthly benefits and lump-sum payments certified, by type of payment, August 1943 and cumulative, January–August 1943

Type of payment	August 1943				Total amount certified Jan.–Aug. 1943
	Number of benefi- ciar- ies ¹	Amount certified	Percentage distribution		
			Benefi- ciar- ies	Amount	
Monthly benefits ²	706,270	\$113,174,563	100.0	100.0	\$100,001,808
Primary.....	296,643	7,035,807	42.0	53.4	53,759,801
Supplementary.....	97,249	1,226,551	13.8	9.3	9,415,130
Wife's.....	88,499	1,125,332	12.6	8.5	8,544,999
Child's.....	8,750	101,219	1.2	.8	870,131
Survivor's.....	312,378	4,912,205	44.2	37.3	36,826,877
Widow's.....	40,554	836,953	5.8	6.3	6,081,747
Widow's current.....	68,067	1,432,593	9.6	10.9	10,843,245
Child's.....	200,091	2,590,776	28.3	19.7	19,512,396
Parent's.....	3,666	51,883	.5	.4	389,489
Lump-sum payments.....	10,201	1,416,280			12,052,196
Under 1939 amend- ments ³	10,155	1,414,344			12,027,359
Under 1935 act ⁴	46	1,936			24,837

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type estimated.

³ Includes retroactive payments.

⁴ Number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after December 1939, if no survivor could be entitled to monthly benefits for month in which worker died.

⁶ Payable with respect to workers who died prior to January 1940.

mated 66.4 million living account-number holders, or 63 percent of the total estimated population 14 years of age and over (table 5).

The 2.1 million accounts established during April–June 1943—the largest total for any second quarter since 1937—represented increases of 7 percent from the second quarter of 1942 and 14 percent from April–June 1941. The 24-percent increase from the first to the second quarter this year was in accord with the usual seasonal pattern.

Table 4.—Distribution of applicants for account numbers by sex, race, and age group, April–June 1943

Age group	Total			Male			Female		
	Total ¹	White ²	Negro	Total	White ²	Negro	Total	White ²	Negro
Total	2,116,153	1,840,355	275,798	832,099	744,812	87,287	1,284,054	1,095,543	188,511
Under 15	154,716	135,068	19,648	116,150	99,656	16,494	38,566	35,412	3,154
15-19	1,074,553	972,463	102,090	485,845	440,889	44,956	588,708	531,574	57,134
20-24	147,099	105,536	41,563	21,678	16,940	4,738	125,421	88,596	36,825
25-29	104,447	75,406	29,041	13,933	11,122	2,811	90,514	64,284	26,230
30-34	109,897	86,280	23,617	18,093	15,543	2,550	91,804	70,737	21,067
35-39	117,353	97,242	20,111	24,299	21,542	2,757	93,054	75,700	17,354
40-44	107,672	92,695	14,977	27,784	24,834	2,950	79,888	67,861	12,027
45-49	93,496	83,833	9,663	26,022	23,490	2,532	67,474	60,343	7,131
50-54	72,272	66,322	5,950	23,490	21,472	2,018	48,782	44,850	3,932
55-59	55,327	51,378	3,949	22,327	20,448	1,879	33,000	30,930	2,070
60-64	37,024	34,720	2,304	19,606	18,298	1,308	17,418	16,422	996
65-69	23,896	22,158	1,738	16,980	15,682	1,298	6,916	6,476	440
70 and over	18,283	17,192	1,091	15,837	14,866	971	2,446	2,326	120
Unknown	118	62	56	55	30	25	63	32	31

¹ Excludes about 67,000 applications received from War Department civilian employees.

² Represents all races other than Negro.

Table 5.—Number of applicants for account numbers, by year, 1940–42, and first and second quarters 1943, and estimated number of account-number holders at end of each period¹

Period	Applicants for account numbers		Estimated number of account-number holders 14 years and over as of end of period ²			
	Total during period	Cumulative total as of end of period	Number	Percent of estimated population 14 years and over ³		
				Total	Male	Female
1940	5,226,688	54,225,407	49,900,000	48.7	66.6	30.9
1941	6,677,584	60,902,991	56,000,000	54.0	72.0	36.0
1942	7,637,416	68,540,407	63,000,000	60.2	77.4	43.2
January–March 1943	1,706,041	70,245,448	64,500,000	61.6	78.3	44.9
April–June 1943	2,116,153	72,361,601	66,400,000	63.2	79.4	47.0

¹ These figures differ slightly from those previously presented because of revisions made on the basis of data on multiple accounts obtained from a sample study of accounts established through the end of 1940.

² Estimated by adjusting the cumulative total of accounts established for duplications as well as for deaths; includes Alaska and Hawaii.

³ Population 14 years of age and over estimated by U. S. Bureau of the Census; includes Alaska and Hawaii.

Female applicants constituted three-fifths of the total, about the same proportion as in the first quarter. The total number of women who applied for account numbers was, however, 31 percent greater than in the second quarter of 1942. Each age group showed an increase, the relative increases becoming progressively greater among the age groups over 25. The total number of male applicants, on the other hand, fell off 17 percent during this period, and decreases occurred in every age group from 15 to 64 years. The growing number of housewives entering covered employment, the decline in the number of men without account numbers, and the further expansion of the armed

Table 6.—Distribution of account-number applicants under 20 years of age, by sex and age, April-June 1943 and 1942

Age	Total			Male			Female		
	April-June		Percentage change	April-June		Percentage change	April-June		Percentage change
	1943	1942		1943	1942		1943	1942	
Under 20, total.....	1, 229, 269	1, 130, 819	+8. 7	601, 995	635, 100	-5. 2	627, 274	495, 719	+26. 5
Under 18, total.....	988, 127	737, 545	+34. 0	539, 726	452, 057	+19. 4	448, 401	285, 488	+57. 1
Under 14.....	51, 584	16, 194	+218. 5	43, 863	14, 900	+194. 4	7, 721	1, 294	+496. 7
14.....	103, 132	39, 707	+159. 7	72, 287	32, 932	+119. 5	30, 845	6, 775	+355. 3
15.....	212, 158	110, 273	+92. 4	128, 288	80, 237	+59. 9	83, 570	30, 036	+179. 2
16.....	349, 192	269, 389	+29. 6	176, 400	162, 207	+8. 7	172, 792	107, 182	+61. 2
17.....	272, 061	301, 962	-9. 9	118, 888	161, 781	-26. 5	153, 173	140, 201	+9. 3
18.....	164, 305	290, 031	-36. 8	48, 798	122, 969	-60. 2	115, 507	137, 032	-15. 7
19.....	76, 837	133, 243	-42. 3	13, 471	60, 044	-77. 6	63, 366	73, 199	-13. 4

forces explain these differences in the two groups.

Slightly less than half of the 1.3 million accounts established for women in the second quarter of 1943 went to girls under 20 years of age; the total number in this age group was nearly 27 percent greater than in the second quarter of last year (table 6). The greatest relative increases in this group occurred among girls under 16 years of age.

The concentration of applicants in the younger age brackets was even greater among men than among women; boys under age 20 accounted for 72 percent of the 832,000 accounts established for men. For the first time in any second quarter since 1937, however, the number of male applicants under age 20 was smaller than it had been a year earlier. On the other hand, the very young applicants—those under age 17—showed an increase of 45 percent, and they comprised 51 percent of all male applicants in the second quarter

of this year compared with 29 percent a year earlier. Improved employment opportunities for boys of pre-draft age and relaxed enforcement of child-labor laws have contributed to this increase.

Nearly 276,000 accounts were established for Negroes—the largest figure for any second quarter since the period of initial registration and 36 percent above the total for April-June 1942. The increase was entirely due to the fact that the number of female Negro applicants more than doubled; the number of males dropped 21 percent. The accounts established for Negro women represented 15 percent of all new accounts established for women in the second quarter of 1943, as against 9 percent in the same quarter of 1942. Apparently Negro women are entering covered employment in increasingly large numbers, many of them probably shifting from the noncovered service occupations.

Operations Under the Railroad Retirement Act*

Benefit payments certified to the Treasury reached a net total of \$11.2 million in August (table 1). Of this amount, 82 percent was paid to employee annuitants, 12 percent to former carrier pensioners, and 6 percent to survivors of employees and annuitants. At the end of the month, 161,000 monthly benefits, amounting to \$10.4 million, were in force.

The Board received 1,745 applications for employee annuities in August—fewer than in July but well above the level of a year ago. The recent increase in retirements from the railroad

industry was reflected in the certification in August of 1,764 employee annuities—the largest monthly number in more than 2 years.

The distribution of annuity certifications for the month was fairly typical with respect to the types of cases handled: 66 percent were age annuities at 65 years or over; 7 percent were reduced age annuities at 60-64 years; 18 percent were disability annuities based on 30 years of service; and 9 percent were reduced disability annuities at age 60-64 based on less than 30 years of service.

About 95 percent of the awards were based on service both prior and subsequent to January 1, 1937, 4 percent were based on prior service only, and 1 percent on subsequent service only. Of the

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

individuals credited with prior service, 88 percent were in active service on the enactment date; the others were not in service but had an employment relation to the industry on that date.

Minimum annuities made up 2.3 percent of the cases certified in August, joint-and-survivor annuities 1.3 percent, while annuities under the 1935 act and those based in part on military service each accounted for less than half of 1 percent.

At the end of the month the Board was paying 133,307 employee annuities at an average monthly rate of \$66.16. It was also paying 23,770 pensions averaging \$59.08, 3,467 survivor annuities averaging \$31.86, and 625 death-benefit annuities at an average of \$35.55. Lump-sum death benefits certified during the month to survivors of 1,285 deceased employees and annuitants averaged \$362.27.

Military Service

The amendatory legislation which grants credit for military service provides that the additional cost to the retirement program is to be met by special congressional appropriations based on

Board estimates (see the Bulletin for November 1942, pp. 73-74). Accordingly, the Board obtained, from 29 of the largest employers, data on the number of employees entering or leaving military service during the period July 1942-June 1943. From these reports it was estimated that the number of employees in military service had grown from 78,700 at the beginning of the fiscal year to 241,000 at the end. It was estimated further that 2.1 million months of military service were performed during this period, on the basis of which an additional appropriation of \$21.3 million, exclusive of interest, will be due for the fiscal year 1942-43.

During that fiscal year, also, the Board certified 59 new annuities based in part on military service performed prior to 1937. The actuarial value of that military service adds an estimated \$461,000 to the total governmental appropriation due for 1942-43. The total cost of financing military-service credit in 1942-43 amounts, therefore, to \$21.8 million, in contrast to \$6.1 million for 1941-42, both figures exclusive of interest computed to the date the appropriation is made.

Table 1.—Railroad retirement: Annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of benefit, August 1943¹

Period and action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of July 31, 1943.....	160,292	\$10,293,123	132,282	\$8,745,188	23,988	\$1,417,258	3,426	\$109,262	596	\$21,413
During August 1943:										
Initial certifications.....	1,900	125,588	1,764	121,322	0	0	46	1,292	90	2,973
Terminations by death (deduct).....	1,038	65,762	751	50,451	220	13,009	6	130	61	2,170
In force as of August 31, 1943.....	161,169	10,356,298	133,307	8,819,275	23,770	1,404,363	3,467	110,444	625	22,216
Total payments (net).....		\$11,183,140		9,169,469		1,395,732		115,666		31,915

¹ For definitions of classes of benefit, see the Bulletin, October 1942, p. 25. Data for initial certifications are for period in which payment was certified, not for period in which it began to accrue. Data for terminations by death are for period in which notice of death was received, not for period in which beneficiary died. In-force data represent certifications less terminations by death; they are adjusted for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payment). Certifications are reported on an accounting-month basis ended on approximately the 20th,

terminations are reported through the 10th, and total payments are on calendar-month basis. Cents omitted.

² In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

³ Includes \$470,356 for lump-sum death benefits.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Security and Other Income Payments to Individuals

Income payments to individuals in August amounted to \$12.1 billion, 1 percent above July payments and 22 percent above those in August 1942. Both compensation of employees and entrepreneurial income exceeded August 1942 levels by more than 20 percent, and dividends and interest increased 10 percent over the same period; all other types of payments were below levels of a year ago.

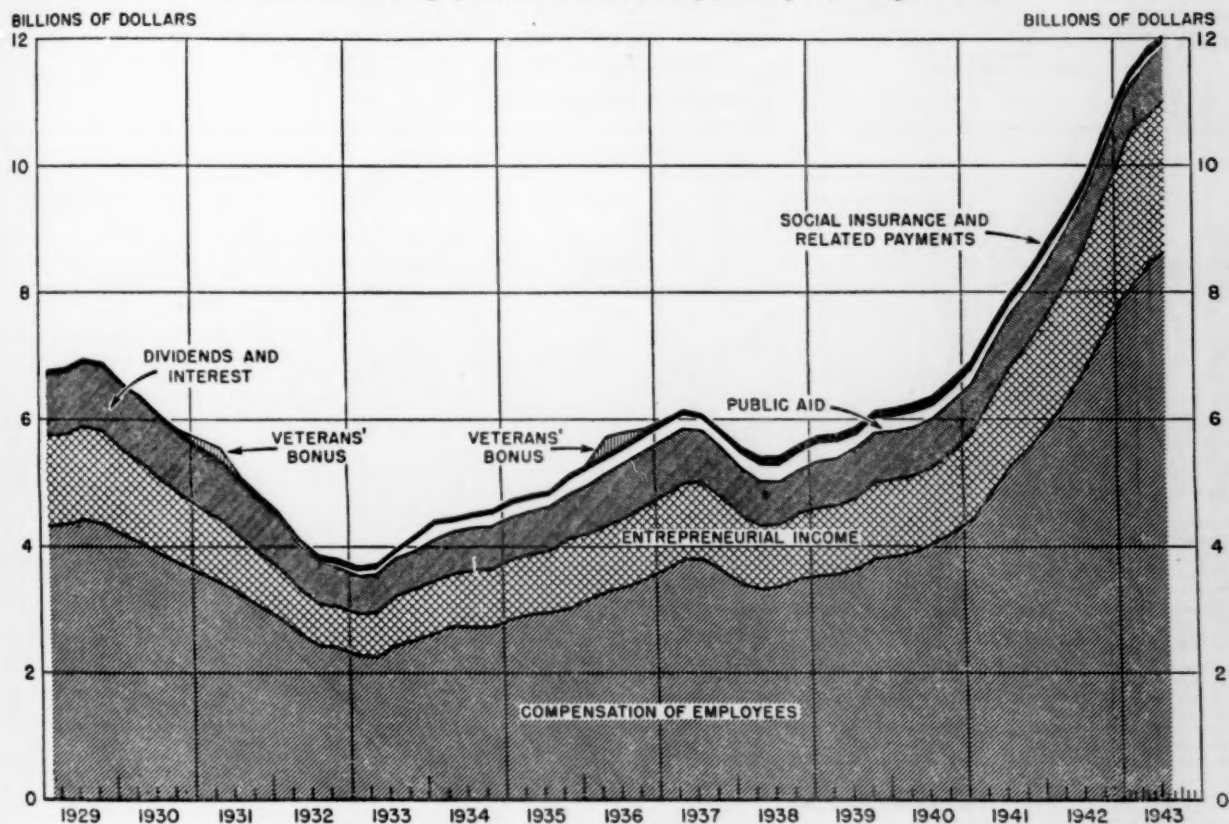
Compensation of employees, which amounted to \$8.6 billion, accounted for 71.4 percent of all income payments for the month. A year ago such payments represented 69.5 percent of total payments and in June 1940, the month which marked the beginning of the war-production program, the proportion was only 63.4 percent.

This concentration of payments in the form of compensation of employees reflects largely the sharp increases in manufacturing and Government pay rolls, including pay to the armed forces.

Entrepreneurial income, net rents, and royalties rose 2.2 percent over the July level as the direct result of the increase in farm-income payments; nonfarm income remained practically unchanged. Dividends and interest showed a 1-percent rise after seasonal adjustment.

Public aid payments, consisting entirely of direct relief payments, amounted to \$78 million. Direct relief payments have shown only small month-to-month changes since February of this year, fluctuating between \$76 million and \$78 million.

Chart 1.—Income payments to individuals, January 1929–August 1943¹



¹ Monthly average for each quarter for the period 1929-42; monthly data thereafter.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Table 1.—Income payments to individuals, by specified period, 1936-43¹

[In millions; data corrected to Oct. 6, 1943]

Calendar year and month	Total	Compensation of employees ²	Entrepreneurial income, net rents, and royalties	Dividends and interest	Public aid		Social insurance and related payments ³	Veterans' bonus
					Work relief ⁴	Direct relief ⁴		
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	\$1,427
1937.....	72,365	44,689	14,162	9,891	1,639	836	1,020	128
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,629	57
1939.....	70,829	43,906	13,441	8,891	1,870	1,071	1,616	34
1940.....	76,472	48,309	14,484	9,175	1,577	1,098	1,801	28
1941.....	92,229	60,356	18,139	9,653	1,213	1,112	1,737	19
1942.....	115,479	79,522	23,145	9,331	586	1,061	1,823	11
August.....	9,855	6,855	1,960	766	35	86	152	1
September.....	9,981	6,968	1,982	769	30	85	146	1
October.....	10,237	7,185	2,025	772	26	85	143	1
November.....	10,591	7,443	2,125	778	24	84	136	1
December.....	10,830	7,631	2,170	784	23	84	137	1
1943.....								
January.....	11,002	7,818	2,151	791	19	83	139	1
February.....	11,227	7,962	2,231	799	15	81	139	(⁵)
March.....	11,441	8,064	2,340	806	11	78	141	1
April.....	11,605	8,206	2,364	813	7	77	138	(⁵)
May.....	11,680	8,294	2,348	820	4	76	138	(⁵)
June.....	11,826	8,437	2,341	828	2	77	140	1
July.....	11,930	8,540	2,334	837	0	78	140	1
August.....	12,051	8,600	2,386	845	0	78	141	1

¹ Compensation of employees; entrepreneurial income, net rents, and royalties; and dividends and interest adjusted for seasonal variation.² Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions, payments to the armed forces, and Government portion of payments to dependents of members of the armed forces.³ Earnings of persons employed by NYA, WPA, and CCC. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in compensation of employees.⁴ Payments to recipients under 3 special public assistance programs and

general assistance, value of food stamps issued by Food Distribution Administration under food stamp plan, and subsistence payments certified by Farm Security Administration.

⁵ Payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.⁶ Less than \$500,000.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Table 2.—Individuals receiving payments under selected social insurance and related programs, by month, August 1942-August 1943

[In thousands; data corrected to Oct. 6, 1943]

Year and month	Retirement, disability, and survivor beneficiaries											Separated employees receiving refunds under Civil Service Commission ⁵	Unemployment insurance beneficiaries	
	Monthly retirement and disability beneficiaries				Survivor beneficiaries								State unemployment compensation laws ¹⁰	Railroad Unemployment Insurance Act ¹¹
	Social Security Act ¹	Rail-road Retirement Act ²	Civil Service Commission ³	Veter-ans Ad-minis-tration ⁴	Monthly			Lump-sum ⁶						
					Social Security Act ¹	Rail-road Retirement Act ²	Veter-ans Ad-minis-tration ⁷	Social Security Act	Rail-road Retirement Act	Civil Service Commission	Veter-ans Ad-minis-tration			
1942														
August	333.2	153.8	70.9	623.5	226.7	3.8	318.5	6.9	1.3	0.8	3.3	4.8	543.0	4.6
September	341.2	154.3	71.4	623.1	236.1	3.8	315.5	10.8	1.1	.7	3.5	6.3	422.7	4.3
October	345.4	154.5	71.7	623.6	242.5	3.8	315.8	8.8	1.0	.7	3.4	7.7	310.4	3.9
November	346.6	154.7	72.2	624.0	247.8	3.8	316.1	7.9	1.0	.7	3.2	8.9	221.5	3.3
December	351.8	154.9	72.7	624.1	255.1	3.8	315.9	9.7	1.2	.6	3.3	7.3	192.6	3.3
1943														
January	358.4	154.9	72.8	622.8	262.3	3.8	311.5	9.8	1.0	7	3.7	10.0	226.8	4.0
February	364.6	155.4	73.4	622.0	269.7	3.9	311.2	10.2	1.3	.7	3.7	9.3	208.6	3.5
March	369.9	155.4	73.7	621.0	279.2	3.9	311.9	11.9	1.2	.8	4.4	14.8	181.5	2.6
April	375.1	155.6	74.0	620.8	288.2	3.9	312.2	11.8	1.4	1.0	4.1	13.1	131.2	1.9
May	380.6	155.6	74.4	621.9	297.2	3.9	313.4	11.9	1.6	.9	3.8	13.0	119.5	1.0
June	383.9	156.0	74.8	623.0	302.9	4.0	314.8	10.0	1.4	.9	3.8	12.2	100.3	.7
July	390.7	156.3	74.7	624.8	307.0	4.0	313.1	10.2	1.4	.9	3.7	20.9	90.6	.5
August	393.9	157.1	75.1	627.0	312.4	4.1	313.9	10.2	1.3	.8	3.2	22.3	88.8	.7

¹ Primary beneficiaries and their wives and children, for whom benefits were certified.² Annuitants and pensioners on roll as of 20th of month; includes disability annuitants.³ See table 3, footnote 5. Includes persons receiving survivor benefits under joint and survivor elections. Figures not adjusted for suspension of annuities of persons reemployed under National Defense Acts of June 28, 1940, and Jan. 24, 1942.⁴ Veterans receiving pensions and compensation.⁵ Widows, parents, and children for whom benefits were certified.⁶ Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of month. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.⁷ Widows, parents, and children of deceased veterans on whose account payments were made during month.⁸ For Social Security Act, deceased wage earners whose survivors received payments under either the 1935 or 1939 act; for Railroad Retirement Act, deceased wage earners whose survivors received payments certified in month ended on 20th calendar day; for Civil Service Commission, employees who died before retirement age and annuitants with unexpended balances whose survivors received payments; for Veterans Administration, survivors or other persons entitled to reimbursement for expenditures in connection with burial of deceased veterans.⁹ See table 3, footnote 5 for programs covered.¹⁰ Represents average weekly number of benefit recipients.¹¹ Represents average number of persons receiving benefits for unemployment in a 14-day registration period.

Social insurance and related payments of \$141 million were up slightly from the July level but were 7.2 percent below payments of a year ago.

Payments of \$76.1 million under the selected social insurance and related programs shown in table 3 were 20 percent below payments for August 1942. For the past 4 months, total payments under these programs have maintained a fairly even level as decreases in unemployment insurance have been offset by increases in retirement, survivor, and disability payments. This situation is in marked contrast to that for the same period of last year, when the sharp declines in unemployment insurance payments exceeded considerably the relatively small growth in pay-

ments under the retirement, disability, and survivor programs, causing a drop of almost \$7 million in total payments from April to August.

Monthly retirement and disability payments under all four programs were up slightly from July levels; compared with a year ago, payments under the Social Security Act have increased 20 percent while increases under the other programs ranged from 2 to 6 percent.

Under the three programs making monthly payments to survivors, payments totaling \$14.4 million were \$1.4 million above payments of last August with the largest share of the increase occurring under the Social Security Act.

Lump-sum payments under all four programs

Table 3.—Payments under selected social insurance and related programs, by specified period, 1936-43¹

[In thousands; data corrected to Oct. 6, 1943]

Calendar year and month	Retirement, disability, and survivor payments														Re-funds under Civil Service Commission to employees leaving service ⁸	Unemployment insurance payments		
	Total	Monthly retirement and disability payments ²					Survivor payments						Total	State unemployment compensation laws ¹¹		Railroad Unemployment Insurance Act ¹²		
		Total	Social Security Act ³	Railroad Retirement Act ⁴	Civil Service Commission ⁵	Veterans Administration ⁶	Monthly			Lump-sum								
							Social Security Act ⁷	Railroad Retirement Act ⁴	Veterans Administration ⁶	Social Security Act ³	Railroad Retirement Act ⁴	Civil Service Commission ⁵					Veterans Administration ⁶	
1936.....	\$461,760	\$458,765	-----	\$683	\$51,630	\$299,001	-----	\$2	\$99,902	-----	-----	\$4,062	\$3,395	\$2,864	\$131	\$131	-----	
1937.....	505,143	499,532	-----	40,001	53,694	299,660	-----	444	96,370	\$1,278	-----	4,401	3,684	3,479	2,132	2,132	-----	
1938.....	972,926	575,814	-----	96,766	56,118	301,277	-----	1,383	101,492	10,478	-----	4,604	3,405	3,326	393,786	393,786	-----	
1939.....	1,046,006	608,095	-----	107,282	58,331	307,512	-----	1,451	109,192	13,896	1,926	4,952	3,553	2,846	435,065	429,298	\$5,767	
1940.....	1,191,908	654,042	\$21,075	114,166	62,019	317,851	\$7,784	1,448	105,696	11,736	2,497	5,810	3,960	3,277	534,589	518,700	16,889	
1941.....	1,090,102	726,631	55,141	119,913	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	4,615	558,856	544,321	14,535	
1942.....	1,137,074	780,364	80,304	122,806	68,115	325,265	41,702	1,603	111,193	15,034	4,114	6,108	4,120	6,357	580,353	544,084	6,299	
1942																		
August.....	94,605	65,685	6,873	10,262	5,743	27,491	3,569	139	9,256	957	389	690	316	445	28,475	28,252	223	
September.....	89,644	66,507	7,141	10,257	5,772	27,362	3,805	137	9,248	1,529	299	612	345	536	22,601	22,395	261	
October.....	84,457	66,813	7,175	10,308	5,802	27,517	3,863	134	9,486	1,259	349	609	331	558	17,086	16,896	190	
November.....	78,801	66,425	7,191	10,326	5,820	27,350	3,921	135	9,372	1,104	344	553	309	645	11,731	11,574	157	
December.....	79,567	67,333	7,338	10,402	5,858	27,493	4,082	137	9,432	1,362	413	489	327	521	11,713	11,553	155	
1943																		
January.....	80,392	67,307	7,464	10,302	5,913	27,310	4,171	135	9,423	1,395	313	538	343	701	12,384	12,182	202	
February.....	79,208	67,762	7,623	10,364	5,941	27,293	4,308	138	9,332	1,453	421	547	342	408	11,038	10,878	160	
March.....	80,532	68,776	7,781	10,386	5,968	27,416	4,492	140	9,445	1,672	414	627	435	870	10,886	10,744	102	
April.....	77,138	68,882	7,871	10,106	5,985	27,410	4,615	128	9,530	1,635	517	668	417	781	7,475	7,369	146	
May.....	76,515	69,171	7,976	10,114	6,022	27,449	4,735	128	9,549	1,665	565	601	367	907	6,437	6,383	54	
June.....	75,815	69,253	8,004	10,432	6,067	27,456	4,770	143	9,480	1,398	513	629	361	571	5,991	5,950	41	
July.....	76,099	69,687	8,193	10,447	6,087	27,820	4,824	143	9,309	1,418	517	578	351	817	5,595	5,564	31	
August.....	76,108	69,988	8,262	10,565	6,095	27,918	4,912	148	9,333	1,416	470	565	304	886	5,234	5,191	43	

¹ Data represent payments to individuals and exclude cost of administration. Payments under Social Security and Railroad Retirement Acts (including retroactive payments) and payments under Railroad Unemployment Insurance Act are amounts certified; payments under Civil Service Commission and Veterans Administration are disbursements minus cancellations; State unemployment insurance payments are checks issued by State agencies.

² Old-age retirement benefits under all acts, disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

³ Represents primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

⁴ Amounts certified, minus cancellations. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

⁵ Represents principally payments from civil-service retirement and disability fund but includes also payments from Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund adminis-

tered by Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of fiscal-year data.

⁶ Veterans' pensions and compensation payments.

⁷ Represents widow's, widow's current, parent's, and child's benefits. Partly estimated.

⁸ Payments to widows, parents, and children of deceased veterans.

⁹ Represents survivor payments with respect to deaths of covered workers under both the 1935 and 1939 acts, and, for the period January 1937-August 1939, payments to covered workers at age 65 totaling \$9.9 million, which are not survivor payments.

¹⁰ Payments for burial of deceased veterans.

¹¹ Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

¹² 1942 annual figures adjusted for underpayments and recoveries of overpayments; monthly figures unadjusted.

¹³ Preliminary estimate.

were less than such payments in July, but those under the Railroad Retirement and Social Security Acts were considerably above levels of a year ago.

State unemployment insurance payments amounted to \$5.2 million, 82 percent below payments of last August. With the exception of Kansas, which showed a 3.3-percent increase from last year, payments in all States have declined

sharply; the decreases ranged from 37 to 96 percent.

Payments amounting to \$67.2 million were made under the retirement, disability, and survivor programs to 1.9 million recipients of monthly benefits, and lump-sum payments amounting to \$2.8 million were made to 15,500 individuals. Unemployment insurance payments totaling \$5.2 million were made to about 89,500 beneficiaries.

Financial and Economic Data

Receipts

Federal social security taxes received during July and August—\$341 million—were 25 percent above the total for the same 2 months of 1942 (table 2). Despite this large increase, these collections accounted for only 6.7 percent of total Federal receipts, a considerably smaller proportion than the 17 percent reached in the first 2 months of the fiscal year 1942-43. Total Federal receipts during July and August were almost \$3.5 billion above receipts for the same 2 months last year. More than \$2.8 billion, 56 percent of all July and August receipts, consisted of income-tax collections including amounts withheld from salaries and wages and remitted to the Treasury by employers under the Current Tax Payment Act of 1943. Income-tax collections totaled more than six times the amount collected in the corresponding period of 1942-43.

Collections of \$287 million under the Federal Insurance Contributions Act in August represented a new monthly high and exceeded August 1942 collections by 35 percent. Collections in July and August combined amounted to \$330 million—more than in any previous full quarter. These contributions were based mainly on wages and salaries paid during the April-June quarter; during that period the Bureau of Labor Statistics unadjusted index of weekly wages in manufacturing industries rose from the March level of 304.5 to 317.3 in June.

August receipts under the Federal Unemployment Tax Act were \$8.1 million. Total receipts under this act during the first 8 months of the present calendar year were nearly 18 percent above those in the entire calendar year 1942. The \$197.5 million of State unemployment contributions collected in August raised such contributions for the first 2 months of the quarter

to \$344.5 million, an amount larger than collections in any previous full quarter.

Quarterly averages for three major economic indexes and Federal insurance contributions based on wages paid are shown in table 1. The index of industrial production rose 3 percent from the first to the second quarter of 1943, the index of the number of wage earners rose less than 1 percent, while the index of weekly wages increased 5 percent. July and August receipts, based on April-June taxable wages, indicated that Federal insurance contributions would show a rise of approximately 7 percent from the second to the third quarter of 1943.

Industrial activity as a whole remained at the

Table 1.—Average indexes of industrial production, wage earners, weekly wages, and Federal insurance contributions, by quarter, 1939-August 1943

Year and quarter	Index of industrial production ¹	Index of wage earners ²	Index of weekly wages ³	Federal insurance contributions (in millions)
1939				
First.....	99	95.3	93.7	\$133.3
Second.....	100	96.4	94.4	139.5
Third.....	109	100.8	99.3	141.8
Fourth.....	125	107.6	112.7	153.1
1940				
First.....	114	104.0	107.5	148.6
Second.....	117	102.4	106.4	161.2
Third.....	125	107.7	114.6	164.7
Fourth.....	136	116.1	129.5	162.8
1941				
First.....	140	119.9	139.6	170.9
Second.....	153	128.8	160.7	192.2
Third.....	163	138.4	178.5	207.7
Fourth.....	166	141.4	191.3	218.5
1942				
First.....	167	142.1	208.0	222.8
Second.....	175	148.1	228.2	246.7
Third.....	186	156.7	253.1	264.5
Fourth.....	195	162.4	279.7	278.5
1943				
First.....	197	166.3	297.6	276.7
Second.....	203	167.9	313.5	310.
Third (2 months).....	(²)	(²)	(³)	330.2

¹ Based on unadjusted monthly index of Federal Reserve Board; 1935-39=100.

² Based on unadjusted monthly index of U. S. Bureau of Labor Statistics; 1939=100.

³ Not available.

same high level in August as in July. The Federal Reserve Board unadjusted index of industrial production increased 2 points in August; the seasonally adjusted index stood at 203 for both months. Production of durable manufactures increased while the production of non-durable goods declined. The Bureau of Labor Statistics unadjusted index of wage earners rose from 169.6 to 169.9.

Expenditures

Federal expenditures of \$15,054 million during July and August (table 2) were more than 40 percent above the total for the corresponding months of 1942. Expenditures under the Social Security Act and the Railroad Retirement Board, including net appropriations to the old-age and survivors insurance trust fund, accounted for only 4.0 percent of the 2-month total; a year earlier

Table 2.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-43

[In millions]

Period	General and special accounts										Trust accounts, etc., ¹ excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt				
	Receipts of Federal Government				Expenditures ¹ of Federal Government								Total	Old-age and survivors insurance trust fund	Unemployment trust fund	Railroad retirement account	All other
	Total ¹	Social security taxes ¹	Railroad retirement and unemployment taxes ¹	All other	Total ¹	Under the Social Security Act		Under the Railroad Retirement Board		All other							
						Administrative expenses and grants to States ¹	Net appropriations and transfers to old-age and survivors insurance trust fund	Administrative expenses	Transfers to railroad retirement account								
Fiscal year:																	
1936-37	\$5,294	\$252	(7)	\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312	\$35,846
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66 35,565
1938-39	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67 37,929
1939-40	5,925	712	126	5,087	9,537	379	539	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	79 39,441
1940-41	8,269	788	144	7,337	13,372	447	661	7	124	12,133	-5,103	-148	+742	48,961	2,381	2,273	74 44,233
1941-42	13,668	1,016	178	12,474	33,265	501	869	10	141	31,744	-19,508	-3,506	+358	72,422	3,202	3,139	92 65,989
1942-43	23,385	1,289	219	21,877	79,282	504	1,103	8	215	77,452	-55,897	-1,861	+6,515	136,696	4,237	4,367	178 127,914
2 months ended:																	
August 1941	1,009	214	7	788	3,327	102	200	2	46	2,977	-2,318	+598	+240	50,921	2,361	2,479	102 45,979
August 1942	1,591	272	13	1,306	10,632	120	257	2	113	10,140	-9,042	-58	+163	81,685	3,197	3,352	184 74,952
August 1943	5,053	341	16	4,696	15,054	111	325	1	161	14,456	-10,001	-504	-3,143	144,059	4,224	4,708	321 134,806
1942																	
August	707	220	12	565	5,425	41	209	1		5,174	-4,628	-54	-134	81,685	3,197	3,352	184 74,952
September	2,528	4	39	2,485	5,932	21	1	1		5,909	-3,404	-245	+1,148	86,483	3,415	3,359	173 79,536
October	648	47	1	600	5,979	63	41	1	34	5,840	-5,331	-496	+594	92,904	3,403	3,397	196 85,908
November	830	240	8	582	6,591	39	229	1		6,322	-5,761	+736	-1,814	96,116	3,393	3,588	185 88,950
December	2,702	4	45	2,653	6,501	33	1	1		6,465	-3,799	-794	+7,461	108,170	3,655	3,687	174 100,654
1943																	
January	824	51	1	772	6,408	56	35	1	34	6,282	-5,584	-135	-2,819	111,069	3,645	3,717	197 103,510
February	1,190	336	8	846	6,354	25	235	1		6,093	-5,164	-122	-2,331	114,024	3,632	3,970	187 106,235
March	5,207	6	44	5,157	7,355	37	1	1		7,316	-2,147	-549	-1,213	115,507	3,893	3,992	176 107,446
April	1,555	47	3	1,505	7,507	69	41	1	35	7,371	-5,952	+48	+8,438	129,849	3,880	4,016	200 121,753
May	1,742	276	6	1,460	7,697	37	262	(7)		7,398	-5,955	-39	+70	135,913	3,880	4,285	189 127,559
June	4,569	6	51	4,512	8,327	15	(7)	1		8,311	-3,758	-206	-3,180	136,696	4,237	4,367	178 127,914
July	2,048	47	1	2,000	7,153	58	41	(7)	161	6,893	-5,105	-635	-912	141,524	4,224	4,405	332 132,563
August	3,005	295	15	2,695	7,901	52	284	(7)		7,565	-4,896	+131	-2,231	144,059	4,224	4,708	321 134,806

¹ Beginning July 1940, Treasury reports of net receipts and expenditures of general and special accounts exclude appropriations to old-age and survivors insurance trust fund minus reimbursements to Treasury for administrative expenses; such net appropriations are included in this table for comparison with previous periods.

² Represents collections under Federal Insurance Contributions Act and Federal Unemployment Tax Act.

³ Represents total collections under Carriers Taxing Act and 10 percent of collections under Railroad Unemployment Insurance Act (see table 3, footnote 5).

⁴ Checks cashed and returned to Treasury. Excludes public-debt retirement.

⁵ Excludes funds for disease and sanitation investigations of Public Health Service; prior to Jan. 1, 1942, excludes grants to States for employment service administration under Wagner-Peyser Act. Such grants are included in "all other"; from Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States. Also excludes administrative expenses incurred by Treasury prior to July 1940 in administration of title II of Social Security Act and Federal Insurance Contributions Act. Includes administrative expenses under Wagner-Peyser Act, July 1940-December 1941.

⁶ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁷ Less than \$500,000.

Source: Daily Statement of the U. S. Treasury.

Table 3.—Social insurance taxes under selected programs, by specified period, 1936-43

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through August 1943	\$4,890,682	\$912,595	\$6,235,430	\$743,505	\$306,162
Fiscal year:					
1936-37	194,346	345	(?)	\$ 57,751	-----
1937-38	514,406	150,132	(?)	\$ 90,104	-----
1938-39	530,358	109,257	803,007	100,869	-----
1939-40	604,694	120,967	853,955	107,523	49,167
1940-41	690,555	136,942	888,450	97,677	68,162
1941-42	895,619	170,012	1,093,901	119,944	84,738
1942-43	1,130,495	208,795	1,215,201	158,361	102,710
2 months ended:					
August 1941	204,340	6,509	254,029	9,711	623
August 1942	261,056	12,432	267,323	11,295	1,686
August 1943	330,209	16,146	344,452	11,277	1,385
August 1942	211,685	11,455	132,780	8,452	1,600
September	3,435	36,491	6,291	882	22,448
October	43,949	1,126	143,232	2,619	106
November	231,075	8,183	153,166	8,689	940
December	3,517	42,848	12,249	950	24,566
1943					
January	37,117	1,075	128,366	13,606	64
February	236,743	7,387	173,586	99,042	1,271
March	2,858	41,766	4,485	3,243	25,201
April	43,407	2,971	147,548	3,260	94
May	264,568	5,897	168,030	11,653	470
June	2,769	48,618	8,585	3,121	25,864
July	43,584	1,119	146,939	3,226	69
August	286,625	15,027	197,513	8,051	1,316

¹ Tax effective Jan. 1, 1937, payable by employers and employees.

² Federal tax effective Mar. 1, 1936, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. Data include contributions based on wages from railroad industry prior to July 1, 1939. Data reported by State agencies, corrected to Sept. 29, 1943.

⁴ Tax effective Jan. 1, 1936, payable by employers only. Amounts paid into State unemployment funds not included.

⁵ Tax effective July 1, 1939, payable by employers only. Amounts differ from figures in table 2, which represent only the 10 percent deposited in general and special accounts of Treasury.

⁶ Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

⁷ Not available.

the proportion was 4.6 percent. Administrative expenses and grants to States under the Social Security Act for the 2 months were 7.7 percent less than in the same period of last year (table 4).

Total Federal expenditures, including those from trust accounts, exceeded total receipts in July and August by \$10,505 million. This excess occasioned a rise from June 30 to August 31 of \$7,363 million in the public debt, and a decrease of \$3,143 million in the general fund balance. Only 4.5 percent of the increase in issues outstanding was absorbed by the two social security trust funds. As of August 31, combined investments of the two funds totaled \$8,932 million, comprising 6.3 percent of the interest-bearing public debt. The computed rate of interest on this debt, con-

tinuing its decline, was 1.964 percent at the end of August. Special obligations issued to the social security trust funds in September, therefore, were required to bear a rate of interest of 1½ percent, as in the preceding month.

Old-Age and Survivors Insurance Trust Fund

Assets of the old-age and survivors insurance trust fund increased \$270 million in August, reflecting the large amount of contributions appropriated and credited to the fund account (table 5). Benefit checks cashed during August totaled \$13.9 million, \$242,000 more than in July.

Table 4.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1942-44¹

[In thousands]

Item	Fiscal year 1942-43		Fiscal year 1943-44	
	Appropriations ²	Expenditures through August ³	Appropriations ⁴	Expenditures through August ⁵
Total	\$544,688	\$119,916	\$481,138	\$110,644
Administrative expenses	27,128	5,363	24,610	5,229
Federal Security Agency, Social Security Board ⁶	26,642	4,171	24,000	3,939
Department of Labor, Children's Bureau	376	57	360	73
Department of Commerce, Bureau of the Census	110	74	250	50
Department of the Treasury ⁷	(⁶)	1,062	(⁶)	1,178
Grants to States	517,560	114,552	456,528	105,405
Federal Security Agency	506,360	113,244	445,328	103,516
Social Security Board	495,360	110,000	434,328	100,240
Old-age assistance	329,000	73,154	325,000	73,926
Aid to dependent children	78,000	18,379	65,000	13,549
Aid to the blind	8,710	2,064	9,000	2,160
Unemployment compensation administration	79,650	7 16,403	35,328	7 10,611
Public Health Service: Public health work	11,000	3,244	11,000	3,271
Department of Labor, Children's Bureau	11,200	1,308	11,200	1,880
Maternal and child health services	5,820	429	5,820	1,049
Services for crippled children	3,870	522	3,870	518
Child welfare services	1,510	358	1,510	322

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes.

² Excludes unexpended balance of appropriations for previous fiscal year. Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

³ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

⁴ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁵ Not available.

⁶ Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act. From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); *Daily Statement of the U. S. Treasury* (expenditures).

Since there were no transactions in Government securities on behalf of the fund in August, investments remained at \$4,224 million with an average interest rate of 2.260 percent.

Railroad Retirement Account

Assets of the railroad retirement account at the beginning of August totaled \$447 million, to which interest on investments added \$46,000. Benefit payments of \$11.1 million, on the basis of checks actually cashed, made necessary the sale of \$11.0 million in Treasury notes. At the end of August, the assets of the account stood at \$436 million, \$321 million invested in Treasury notes and \$115 million placed to the credit of the appropriation account and the disbursing officer.

Unemployment Trust Fund

Deposits to State accounts in the unemployment trust fund during August amounted to \$300 million—the largest monthly total on record (table 7). The deposits of \$343 million in July and August, consisting primarily of collections with respect to employment in April, May, and June,

were 10 percent larger than deposits in the first 2 months of the previous quarter. States withdrew \$5.1 million for unemployment benefits in August, approximately \$900,000 more than in the previous month. The balances in the State accounts at the end of the month aggregated 7 percent more than at the end of July and 40 percent more than at the end of August 1942.

Deposits in the railroad unemployment insurance account during August amounted to \$1.2 million. In addition, \$11.7 million was transferred from the railroad unemployment insurance administration fund to the insurance account; cumulative transfers of this type totaled \$29.1 million as of August 31.

Assets of the unemployment trust fund increased \$307 million during August, raising the total to \$4,719 million as of the end of the month. New securities totaling \$303 million which were acquired during the month consisted entirely of 1½-percent special certificates of indebtedness. Total investments held by the fund on August 31 amounted to \$4,708 million, on which the average interest rate was 1.890 percent.

Table 5.—Status of the old-age and survivors insurance trust fund, by specified period, 1936–43

(In thousands)

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund ¹	Interest received ²	Benefit payments ³	Reimbursement for administrative expenses	Net total of Treasury notes and bonds acquired ⁴	Cash with disbursing officer at end of period	Credit of fund account at end of period ⁵	Total assets at end of period
Cumulative through August 1943	\$4,749,464	\$301,400	\$386,680	\$99,032	\$4,223,834	\$23,845	\$317,554	\$4,565,234
Fiscal year:								
1936-37	265,000	2,262	27		267,100	73	62	267,235
1937-38	387,000	15,412	5,404		395,200	1,931	113,012	777,243
1938-39	503,000	26,951	13,892		514,900	3,036	66	1,180,302
1939-40	550,000	42,489	15,805	12,288	560,900	6,098	500	1,744,698
1940-41	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
1941-42	895,619	71,007	110,281	26,766	821,034	20,384	5,176	3,227,194
1942-43	1,130,495	87,403	149,304	27,492	1,035,200	24,495	6,966	4,368,296
2 months ended:								
August 1941	294,340	49	15,371	4,403	-20,000	15,400	206,231	2,582,231
August 1942	261,056	97	22,013	4,524	-4,839	28,359	236,657	3,461,811
August 1943	330,209	8	27,634	5,645	-13,000	23,845	317,554	4,565,234
1942								
August	211,685	79	11,024	2,262	\$ 5,161	28,359	236,657	3,461,811
September	3,435	690	11,758	2,262	218,300	31,463	5,358	3,451,915
October	43,949	100	11,924	2,526	-12,000	31,487	46,932	3,481,514
November	231,075	115	11,882	2,526	-10,000	29,480	275,720	3,698,296
December	3,517	836	12,012	2,526	262,339	27,382	5,294	3,688,110
1943								
January	37,117	164	12,386	1,809	-10,000	24,987	40,775	3,711,197
February	236,743	244	12,548	1,809	-13,000	25,434	275,958	3,933,827
March	2,858	946	13,605	1,809	260,600	24,793	4,389	3,922,216
April	43,407	306	13,547	2,566	-13,000	24,238	45,543	3,940,815
May	264,568		13,721	2,566		24,509	293,552	4,198,096
June	2,799	83,907	13,909	2,566	356,800	24,495	6,966	4,268,296
July	43,584	8	13,696	2,823	-13,000	23,792	47,743	4,295,369
August	286,625		13,938	2,823		23,845	317,554	4,565,234

¹ Beginning July 1940, trust fund appropriations equal taxes collected under Federal Insurance Contributions Act.

² Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

³ Based on checks cashed and returned to Treasury.

⁴ Minus figures represent net total of notes redeemed.

⁵ Prior to July 1940, includes balance of appropriation available for transfer.

⁶ Includes \$161,000 accrued interest paid on investments.

Source: Daily Statement of the U. S. Treasury.

Table 6.—Status of the railroad retirement account, by specified period, 1938–43

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments ¹	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent special Treasury notes	To credit of appropriation ²	To credit of disbursing officer	Total
Cumulative through August 1943.....	\$1,116,871	\$17,405	\$1,134,276	\$1,014,871	\$698,759	\$321,000	\$102,049	\$12,468	\$435,517
Fiscal year:									
Through June 1938.....	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938–39.....	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939–40.....	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940–41.....	³ 113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941–42.....	140,850	3,143	143,993	140,850	126,244	91,500	1,597	11,686	104,782
1942–43.....	214,801	5,777	220,578	214,801	130,465	178,000	4,120	12,776	194,896
1943–44 (through August).....	262,720	56	262,776	160,720	22,154	321,000	102,049	12,468	435,517
1942									
August.....		46	46		10,721	184,000	113,289	813	298,102
September.....		73	73		10,718	173,000	102,328	12,130	287,498
October.....		92	92	33,500	10,805	196,000	68,851	11,895	276,745
November.....		129	129		10,703	185,000	68,850	12,322	206,172
December.....		157	157		10,763	174,000	68,868	12,697	255,566
1943									
January.....		184	184	34,000	10,816	197,000	34,890	13,044	244,934
February.....		193	193		10,837	187,000	34,900	12,391	234,291
March.....		238	238		11,089	176,000	34,944	12,495	223,440
April.....		241	241	34,700	11,073	200,000	248	12,360	212,607
May.....		292	292		11,045	189,000	362	12,552	201,854
June.....		4,117	4,117		11,076	178,000	4,120	12,776	194,896
July.....	262,720	10	262,730	160,720	11,078	332,000	102,052	12,495	448,548
August.....		46	46		11,077	321,000	102,049	12,468	435,517

¹ Based on checks cashed and returned to Treasury.² Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.³ Appropriation reduced by transfer of \$9 million in October 1940 to prior

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Daily Statement of the U. S. Treasury.

Table 7.—Status of the unemployment trust fund, by specified period, 1936–43¹

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired	Unexpended balance at end of period	Undistributed interest at end of period ²	State accounts				Railroad unemployment insurance account			
					Deposits	Interest credited	Withdrawals ³	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ⁴
Cumulative through August 1943.....	\$4,719,315	\$4,708,000	\$11,315		\$6,278,372	\$265,815	\$2,101,711	\$4,336,575	\$275,551	\$15,545	\$43,340	\$382,737
Fiscal year:												
1936–37.....	312,389	293,386	64		291,703	2,737	1,000	312,389				
1937–38.....	884,247	559,705	12,247		747,660	15,172	190,975	884,247				
1938–39.....	1,280,539	395,000	13,539		811,251	26,837	441,795	1,280,539				
1939–40.....	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	44,249	202	14,552	31,699
1940–41.....	2,283,658	563,000	10,658		892,023	45,893	537,343	2,093,737	61,347	3,059	17,784	189,921
1941–42.....	3,150,103	866,000	11,103		1,095,991	61,998	368,070	2,883,654	76,266	5,424	9,072	266,447
1942–43.....	4,372,460	1,228,000	5,460		1,217,686	75,563	174,334	4,002,569	92,441	6,861	1,834	369,888
2 months ended:												
August 1941.....	2,488,016	206,000	9,016	\$7	253,898		53,164	2,294,470	561		853	193,538
August 1942.....	3,364,170	⁵ 213,159	12,010	6	267,790		60,848	3,090,596	1,518		372	273,566
August 1943.....	4,719,315	341,000	11,315		343,337		9,331	4,336,575	1,247		97	382,737
1942												
August.....	3,364,170	⁶ 190,159	12,010	6	215,907		20,798	3,090,596	1,440		185	273,566
September.....	3,370,417	7,000	11,258		8,720	46	22,519	3,076,843	20,203	10	207	293,572
October.....	3,404,682	38,000	7,523	20	49,813		15,466	3,111,190	95		197	293,470
November.....	3,635,512	191,000	47,353	20	241,689		11,548	3,341,331	846		158	294,138
December.....	3,698,008	98,841	11,008		12,929	34,754	10,300	3,378,714	22,110	3,164	141	319,291
1943												
January.....	3,726,317	30,000	9,317		39,972		11,530	3,407,156	87		190	319,158
February.....	3,977,252	253,000	7,252		261,206		11,243	3,657,119	1,144		173	320,129
March.....	4,000,027	22,000	8,027		11,209		10,955	3,657,373	22,681		160	342,650
April.....	4,027,054	⁶ 24,021	11,033		34,839		7,780	3,684,432	86		118	342,618
May.....	4,298,319	269,000	13,299		276,672		5,758	3,955,346	423		71	342,970
June.....	4,372,460	81,979	5,460		12,848	40,763	6,388	4,002,569	23,278	3,687	47	369,888
July.....	4,411,878	38,000	6,878		43,628		4,207	4,041,990	62		65	369,885
August.....	4,719,315	303,000	11,315		299,709		5,124	4,336,575	1,185		33	382,737

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Contains also separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.² Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate accounts in last month of each quarter.³ Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.⁴ Includes transfers from railroad unemployment insurance administration fund amounting to \$29,082,667.⁵ Includes \$159,000 accrued interest paid on investments.⁶ Includes \$20,604 accrued interest paid on investments.

Source: Daily Statement of the U. S. Treasury.

Recent Publications in the Field of Social Security

WAR AND SOCIAL SERVICES

The American Family in World War II. Edited by Ray H. Abrams. *Annals of the American Academy of Political and Social Science*, Philadelphia, Vol. 229 (September 1943), pp. 1-175. Entire issue.

Includes papers on women in industry, family solidarity, living standards, health, and social work. Among the articles most closely related to the social security programs are American Social Work and World War II, by Donald S. Howard, and Public Health and the Family in World War II, by Charles P. Taft.

ANDERSON, ELIN L. "Organizing the Community for Health Protection in Wartime." *Public Welfare*, Chicago, Vol. 1, No. 9 (September 1943), pp. 262-267.

Information on a project for the health and medical care in rural areas, undertaken by the College of Agriculture of the University of Nebraska in cooperation with the Farm Foundation of Chicago.

"Benefits for Servicemen." *Canadian Congress Journal*, Montreal, Vol. 22, No. 8 (August 1943), p. 70.

A summary of existing Canadian provisions.

BRODY, MAURICE S. *Wage Rates and Living Costs in a War Economy*. Chicago: University of Chicago Press, 1943. 38 pp. (Studies in Business Administration, Vol. 13, No. 3.)

DOHERTY, WILLIAM BROWN, AND RUNES, DAGOBERT D., Editors. *Rehabilitation of the War Injured; A Symposium*. New York: Philosophical Library, 1943. 684 pp.

Contains more than 50 papers, 14 of which are concerned with occupational therapy and vocational guidance. Charles M. Griffith outlines the experience of the Veterans Administration, and John D. Kratz offers recommendations based largely on the work of the Vocational Rehabilitation Division of the Office of Education, Federal Security Agency. Extension of British health insurance to tuberculous persons is advocated by C. Gregory Kane.

"The Employment of Prisoners of War in Germany." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 316-323.

ENGLAND, ROBERT. "Civil Re-establishment in Canada." *Public Welfare*, Vol. 1, No. 9 (September 1943), pp. 268-279.

Details of the Canadian program for demobilization and rehabilitation, with a chart of the services.

GADGIL, D. R., AND SOVANI, N. V. *War and Indian Economic Policy*. Poona, India: Gokhale Institute of Politics and Economics, 1943. 132 pp. (Publication No. 10.)

In two parts: Currency and Prices, and Financial and

Economic Policy. Provides much information on India's financial situation and resulting problems, with suggestions for alleviating wartime difficulties of scarcity and production.

GAY, JAMES. "Freezing of Labor in Wartime." *Washington Law Review and State Bar Journal*, Seattle, Vol. 18, No. 3 (July 1943), pp. 137-161.

Includes material on the leading belligerents, with particular attention to the United States.

GREAT BRITAIN. MINISTRY OF INFORMATION. *Home Front Handbook*. London, 1943. 64 pp.

An up-to-date compendium of factual and statistical information designed "to give answers to those questions which are most frequently put from overseas sources." Has concise data, as of March 1943, on social legislation, child welfare, manpower, and allied questions.

JOHNSTONE, ELIZABETH M. "Principles of Employment Supervision in War and Peace." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 277-307.

"Juvenile Labour in Wartime in the United States." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 324-337.

The extent and nature of the employment of young persons, and "the modifications in existing standards which it has entailed."

LOUISIANA CONFERENCE OF SOCIAL WELFARE. *Proceedings, Monroe, 1943*. Monroe, La. (Box 743): The Conference, 1943. 77 pp.

Thirteen papers on public aid problems in time of war.

"Manpower Requirements for 1943-44." *Monthly Labor Review*, Washington, Vol. 57, No. 2 (August 1943), pp. 204-211.

Also in this issue is a brief article on "Sources of Labor Supply for the War."

MEYER, AGNES E. *America's Home Front; Reprints of Twenty-Nine Articles Which Appeared From February 21 Through June 13, 1943, in the Washington Post*. Washington: Washington Post, 1943. 189 pp.

Discussion of social, medical, educational, labor, and management conditions in a score of leading defense centers in all sections of the country visited by the author in the winter and spring of 1943. The findings document the author's conclusion that "the amazing impetus" in production is accompanied by "lack of sufficient concern" for individual and national well-being.

NEW ZEALAND. NATIONAL SERVICE DEPARTMENT. *Reports of the National Service Department and of the Industrial Man-Power Division*. Wellington: Government Printer, 1943. 60 pp.

"Obstetric and Pediatric Care of Wives and Infants of Enlisted Men." *Journal of the American Medical Association*, Chicago, Vol. 122, No. 18 (Aug. 28, 1943), pp. 1251-1252.

An editorial outlining and discussing the position of the American Medical Association and of several State medical societies toward the obstetric program administered by the U. S. Children's Bureau. Correspondence and bibliographical material appear on pages 1257-1258.

UNITED NATIONS INFORMATION OFFICE. SECTION FOR INFORMATION ON STUDIES IN POSTWAR RECONSTRUCTION. *Activities of Agencies, Research and Postwar Planning*. New York: The Office, August 1943. 10 pp. Processed. (Report No. 3.)

"Brings up to date the activities of 24 agencies included in previous numbers of the 'Survey of Agencies'."

Research and Postwar Planning: Bibliography, Part X. New York: The Office, 1943.

Research and Postwar Planning: Survey of Agencies, Part X. New York: The Office, 1943.

U. S. BUREAU OF LABOR STATISTICS. *Impact of the War on Mayes County, Oklahoma, Location of the Oklahoma Ordnance Works; Working Notebook for Use by Local Groups Studying Recent Economic Developments and Formulating Plans for the Post-War Period*. Washington, April 1943. 17 pp. Processed. (Employment and Occupational Outlook Branch, Post-war Division, Industrial Area Study No. 4.)

U. S. NAVY DEPARTMENT. *Personal Affairs of Naval Personnel and Aid for Their Dependents*. Washington: U. S. Government Printing Office, April 1943. 41 pp. (Navpers 15,014.)

WALSH, MARGARET F. "Coding the Manning Table." *Manpower Review*, Washington, Vol. 10, No. 9 (September 1943), pp. 15-18.

How employment service interviewers can work with the employer who—by means of the manning table—"puts his entire staffing problem on paper by listing every job in his plant, the number of workers on the job, and the number to be required during the period" under study.

"War Services Report—V; July 1943." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 8 (August 1943), pp. 3-8 ff.

The effect of wartime conditions upon public welfare needs and programs in Alabama, as shown by county reports.

"The Wartime Employment of Women and Children in the U. S. S. R." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 361-364.

GENERAL

BEVERIDGE, SIR WILLIAM H. *The Pillars of Security and Other War-Time Essays and Addresses*. New York: Macmillan, 1943. 248 pp.

Most of these 19 papers deal with the Beveridge report,

its content, presuppositions, and philosophy. The author considers financial problems, children's allowances, the Government debate on his proposals, and especially the question of maintaining employment.

BIGGE, GEORGE E. *Address at Convention of Massachusetts State Federation of Labor, Boston, Massachusetts, August 4, 1943*. Washington: Social Security Board, 1943. 6 pp. Processed.

Urges extension of the social security program as provided in the Wagner-Murray-Dingell bill.

BURNS, EVELINE M. "The Place of Social Security in Postwar Planning." *Special Libraries*, New York, Vol. 34, No. 6 (July-August 1943), pp. 218-224.

CORSON, JOHN J. "Security in Mexico." *Survey Graphic*, New York, Vol. 32, No. 9 (September 1943), pp. 354-355 ff.

Gives the broad outlines of the recent Mexican social insurance legislation and notes the steps by which it is gradually to be put into effect.

DAVISON, RONALD C. *Insurance for All and Everything, A Plain Account and a Discussion of the Beveridge Plan*. London, New York, etc.: Longmans, Green, 1943. 32 pp.

"Family Allowances in Various Countries." *Monthly Labor Review*, Washington, Vol. 57, No. 2 (August 1943), pp. 265-276.

An analysis of the types of family-allowance systems and a résumé of developments, 1939-43, in 24 countries.

"First National Child-Welfare Congress in Peru." *The Child*, Washington, Vol. 8, No. 3 (September 1943), pp. 46-47.

GREAT BRITAIN. COLONIAL OFFICE. *Labour Supervision in the Colonial Empire, 1937-1943*. London: H. M. Stationery Office, 1943. 26 pp. (Colonial No. 185.)

Labor legislation as well as supervision is considered, with information on employment offices, wages and cost of living, workmen's compensation, and related matters.

HOWARD, DONALD S. *The WPA and Federal Relief Policy*. New York: Russell Sage Foundation, 1943. 879 pp.

A detailed, comprehensive study of history's largest public works program, including not only its accomplishments and policies but also public opinion on the program. Considers the problem of general as distinct from categorical relief, describes the WPA organization and policies fully, and devotes 11 chapters to various aspects of eligibility for WPA employment. Several chapters are also devoted to the volume and adequacy of WPA employment. A final section deals with "Broader Issues," including the question of Federal responsibility and of work relief as compared with direct assistance. The volume was completed before liquidation of the program was ordered, but the issues discussed will appear in any economy short of one of full employment.

HURVITZ, HOWARD LAWRENCE. *Theodore Roosevelt and Labor in New York State, 1880-1900*. New York:

Columbia University Press, 1943. 316 pp. (Studies in History, Economics and Public Law, No. 500.)

A narrative of Roosevelt's attitudes and activities as State assemblyman, candidate for mayor of New York City, police commissioner, and governor. Brings out facts on wage and hour legislation, strike repression, and measures for ameliorating sweatshop and housing conditions. Includes material on working conditions and political activities of labor in the late 19th century. Well documented, with an extensive bibliography.

INTER-AMERICAN COMMITTEE ON SOCIAL SECURITY. *Provisional Bulletin No. 3*. Montreal: International Labor Office, August 1943. 35 pp.

Recent developments in social security in the Western Hemisphere, including news from 18 countries; material from the July 1943 meeting of experts in Montreal; an address on International Co-operation in Achieving Social Security, by Arthur J. Altmeyer; and the Statute of the Inter-American Conference on Social Security, adopted in Santiago, Chile, in September 1942.

LENROOT, KATHERINE F. "Inter-American and National Services for Children of the Americas." *The Child*, Washington, Vol. 8, No. 3 (September 1943), pp. 42-46.

A report by the Chief of the Children's Bureau of developments observed during a recent trip to Central and South America.

LÓPEZ NÚÑEZ, ÁLVARO. *Ideario de Previsión Social*. Madrid: Instituto Nacional de Previsión, 1943. 143 pp. (Publication No. 561.)

A sociological analysis of social insurance, including administrative and financial aspects, social function, teaching, development in Spain, and international value. The volume is a reissue by the Spanish National Provident Institution of the late author's essay presented in 1920 before the Spanish Royal Academy of Moral and Political Science.

MEXICO. INSTITUTO MEXICANO DEL SEGURO SOCIAL. *El Seguro Social en Mexico*. Mexico, D. F., July 1943. 539 pp.

Approximately 100 items make this work the most comprehensive source to date on social security in Mexico. It contains documents preceding the drafting of the Mexican law, addresses on its proposal to the Congress, material presented by Mexican delegates to the Santiago Conference on Social Security, the text of the law and of regulatory and informational publications issued up to mid-1943, and papers and lectures on virtually all aspects of social security relevant to its establishment in Mexico. Illustrated.

NEW YORK UNIVERSITY. INSTITUTE ON POSTWAR RECONSTRUCTION. *Full Employment and Minimum Living Standards; First Series of Conferences . . . March 24 to June 2, 1943*. New York: The University, 1943. Various paging, processed.

Among the 10 papers from this conference are: Social Security and Postwar Economy, by Eveline M. Burns; Agriculture and Industrial Employment, by Howard R. Tolley; Full Employment and Freedom From Want—Are

They Economically Possible? by Alvin H. Hansen; and How Shall We Demobilize? by Harold G. Moulton.

OILLE, HAZEL OHMAN. "A Review of Basic Social Insurance Literature." *Special Libraries*, New York, Vol. 34, No. 6 (July-August 1943), pp. 301-306.

"Old Age and Blind Pensioners in Canada; Financial and Statistical Summary as at June 30, 1943." *Labour Gazette*, Ottawa, Vol. 53, No. 8 (August 1943), pp. 1195-1196.

PAN AMERICAN UNION. DIVISION OF LABOR AND SOCIAL INFORMATION. *Muestras de Legislación Social Americana*. Washington: The Division, 1943. 71 pp. Processed.

Summarizes in some detail one representative social law for each of the 20 Latin-American republics. The fields covered include social insurance, wage and hour legislation, compulsory savings, and workmen's compensation.

PANAMA. CAJA DE SEGURO SOCIAL. *Algunas Explicaciones Sobre la Nueva Ley*. Panama: Caja de Seguro Social, June 1943. Folder.

A brief explanation, in popular terms, of the Panamanian Social Insurance Law as revised in 1943.

PANAMA. LAWS. *Ley Numero 143 (de 27 de Abril de 1943) por la Cual se Subroga la Ley 23 de 1941 Sobre Seguro Social*. Panama: Caja de Seguro Social, July 1, 1943. 44 pp.

The text of Panama's Social Insurance Law of 1943 covering the risks of sickness, maternity, disability, old age, and death. Contains also an explanation of the bill submitted to an Executive Commission and modified somewhat before adoption.

"Plan to Widen Social Security: More Benefits for Higher Taxes." *United States News*, Washington, Vol. 15, No. 9 (Aug. 27, 1943), pp. 44 ff.

An account of the Wagner-Murray-Dingell bill.

"Security Programs for the Aged in Pennsylvania: Old-Age Assistance and Old-Age and Survivors Insurance." *Pennsylvania Public Assistance Review*, Harrisburg, Second Quarter 1943, pp. 1-12. Processed.

"Social Security Now." *Journal of Electrical Workers and Operators*, Washington, Vol. 42, No. 8 (August 1943), p. 313.

An editorial in favor of the Wagner-Murray-Dingell bill.

"Social Planning in Sweden." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 308-315.

Information on the work and recommendations of the official Social Welfare Committee of Inquiry. Includes the Committee viewpoint on the functions of insurance and assistance.

"Social Security Bill." *Best's Insurance News, Fire and Casualty Edition*, New York, Vol. 44, No. 3 (July 1943), pp. 37-39.

In opposition to the Wagner-Murray-Dingell bill.

STEWART, MAXWELL S. *Jobs and Security for Tomorrow*. New York: Public Affairs Committee, 1943. 31 pp. (Public Affairs Pamphlet No. 84.)

Summarizes in popular language recent recommendations on social security by the National Resources Planning Board and the Social Security Board.

WOYTINSKY, W. S. *Earnings and Social Security in the United States; A Report Prepared for the Committee on Social Security*. Washington: Committee on Social Security, Social Science Research Council, 1943. 260 pp. Appendix, 41 pp., processed.

From the now considerable body of information on wages and income in the United States, and particularly from Social Security Board data, the author analyzes taxable wages in relation to the national income; studies wage structure by sex, race, age, industry, and area; and discusses wage trends in relation to social security. Among the subjects treated are the methods of measuring inequality of earnings, the volume of employment excluded from coverage, regular and temporary employment, shifts between covered and noncovered employment, and some of the reasons for "the striking diversity of pay rates and individual earnings" in this country. The final section notes long-term wage trends and their effect on social security financing; analyzes the benefit distribution of old-age and survivors insurance by type, size, and State; and considers family benefits and family income cycles. The work is the last in a series done by the author for the Committee on Social Security in the field of social security statistics.

OLD-AGE AND SURVIVORS INSURANCE

BURGER, ALVIN A., AND TEGNELL, G. GORDON. *The Unsoundness of New Jersey's Police and Firemen's Pension Funds (Complete Report)*. Newark: New Jersey State Chamber of Commerce, Aug. 13, 1942. 62 pp. Processed. (Studies in the Efficiency of the New Jersey State Government, Survey Report No. 3.)

Includes an appendix containing significant statistics for each of the 190 funds in New Jersey.

Employee Retirement Plans; Social Security in Private Enterprise, Including New Treasury Regulations (as of July 8, 1943). *Journal of Commerce and Commercial*, New York, Vol. 197, No. 15,188 (July 15, 1943), Second Section, pp. 1-60.

Has 26 papers on fundamentals of private pension plans, tax questions, types of plans, their establishment, and their operation. Most closely related to social security are An Actuary's Viewpoint of Social Security, by W. R. Williamson, and The Future of Pension Plans, by H. Charles Kwasha.

LEAGUE OF WISCONSIN MUNICIPALITIES. *The Wisconsin Municipal Retirement Fund*. Madison: The League, August 1943. 35 pp. Processed.

Explains the 1943 Wisconsin statute permitting cities and villages to come under the Wisconsin Municipal Retirement Fund. Includes the text of the law.

NEW HAMPSHIRE. RETIREMENT PLAN COMMISSION. *Report, 1942*. Manchester, 1943. 115 pp.

Recommendations for a contributory system for general State employees, to go into effect January 1, 1944. Contains actuarial data and the draft of a proposed bill.

NEW YORK STATE. DEPARTMENT OF AUDIT AND CONTROL. *Twenty-Second Report of the Comptroller on the Operation of the State Employees' Retirement System, Together With the Report of the Actuary on the Twenty-Second Valuation of Its Assets and Liabilities as of June 30, 1942*. Albany, 1943. 57 pp. (Legislative Document (1943) No. 49.)

"1943 State Employee Pension Plans." *State Government*, Chicago, Vol. 16, No. 9 (September 1943), pp. 198-199. Briefly summarizes new legislation in Michigan, Illinois, and Wisconsin.

PARK POLICEMEN'S AND RETIREMENT BOARD EMPLOYEES' ANNUITY AND BENEFIT FUND, CHICAGO. *Twenty-First Annual Report . . . 1942*. Chicago: The Board, 1943. 18 pp.

"The Reform of Miners' Pensions in Germany." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 391-393.

U. S. BOARD OF ACTUARIES OF THE CIVIL SERVICE RETIREMENT AND DISABILITY FUND. *Civil Service Retirement and Disability Fund . . . Twenty-Second Annual Report . . . Fiscal Year Ended June 30, 1942*. Washington: U. S. Government Printing Office, 1943. 54 pp. (78th Cong., 1st Sess. H. Doc. 259.)

U. S. SOCIAL SECURITY BOARD. BUREAU OF OLD-AGE AND SURVIVORS INSURANCE. ACCOUNTING OPERATIONS DIVISION. *Résumé of Operations*. Baltimore: The Division, September 1943. 13 pp. Processed.

The latest issue of the description of record-keeping for the 70 million accounts under old-age and survivors insurance. Includes sections on production and accounting control, as well as high lights on the magnitude and character of some of the operations.

WEST VIRGINIA. STATE TEACHERS RETIREMENT SYSTEM. *Annuity Options and Tables for the State Teachers Retirement System*. Compiled by Richard E. Hyde, Executive Secretary. Charleston, 1943. 24 pp.

EMPLOYMENT SECURITY

"Classes of Unemployment Insurance Beneficiaries." *Monthly Review of the Railroad Retirement Board*, Chicago, Vol. 4, No. 8 (August 1943), pp. 163-164 ff. Processed.

Some principal types of unemployed railway workers who received benefits in 1942-43.

COMMITTEE FOR ECONOMIC DEVELOPMENT. *Plan Post-war Jobs—Now; Suggestions for Industrial Employers*. Washington: Field Development Division of the Committee, 1943. 32 pp.

HAWAII. DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS. BUREAU OF UNEMPLOYMENT COMPEN-

SATION. *Characteristics of Claimants Who Filed Claims in 1942*. Prepared by Research and Statistics Section. Honolulu, July 1943. 10 pp. Processed. (Special Statistical Bulletin No. 2.)

HAWAII. DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS. BUREAU OF UNEMPLOYMENT COMPENSATION. *Experience Rating in Hawaii, 1943*. Prepared by Research and Statistics Section. Honolulu, June 1943. 20 pp. Processed. (Special Statistical Bulletin No. 1.)

Includes a discussion of the effect of experience rating on the trust fund of the Territory.

"How Mass Layoffs Will be Met." *Monthly Bulletin* (Connecticut Employment Security Division and U. S. Employment Service), Hartford, Vol. 8, No. 8 (August 1943), pp. 1 ff.

Connecticut's plans for prompt payment of unemployment benefits in the immediate post-war period.

ILLINOIS. BOARD OF UNEMPLOYMENT COMPENSATION AND FREE EMPLOYMENT ADVISORS. *Report*. Chicago: Department of Labor, Division of Placement and Unemployment Compensation, Apr. 27, 1943. 31 pp.

Includes reports on experience rating and on amending experience rating for "war expanded employers." Contains discussions and tables concerning the effect of experience rating on the Illinois trust fund, on industry, and on labor.

MISSOURI. UNEMPLOYMENT COMPENSATION COMMISSION. *Analytical Survey of Occupational and Personal Characteristics of 759 Benefit Claimants Who Filed Claims for Unemployment Compensation During the Week Ending February 13, 1943 and of the Activities of the United States Employment Service With Respect to These Claimants, in Seven Selected Local Offices of Missouri*. Prepared by Department of Research and Statistics. Jefferson City, Aug. 1, 1943. 30 pp. Processed. (Special Research Bulletin No. 7.)

PIERSON, JOHN H. G. *Employment After the War*. Washington: American Federation of Labor, 1943. 14 pp.

"Ratio of First Original Claims to Total Original Claims, February 1939—June 1943." *Unemployment Compensation Trends and Totals* (Pennsylvania Bureau of Employment and Unemployment Compensation), Harrisburg, Vol. 6, No. 7 (July 1943), pp. 1-2. Processed.

Explanation and chart showing "the relationship between the total number persons claiming unemployment compensation for the first time and the total number of persons starting a new benefit series" in Pennsylvania.

RAUSHENBUSH, PAUL A. "Unemployment Compensation: Federal-State Cooperation." *National Municipal Review*, New York, Vol. 32, No. 8 (September 1943), pp. 423-431.

Presents arguments for the continuance of the present Federal-State system of unemployment compensation, "and further improvement of the state unemployment compensation laws by state action." The author, president of the Interstate Conference of Employment Security Agen-

cies, writes in reply to the article by Arthur J. Altmeyer in the May 1943 issue of the *Review* which recommended a uniform national system of unemployment compensation.

"Unemployment Assistance in Switzerland." *International Labour Review*, Montreal, Vol. 48, No. 3 (September 1943), pp. 368-369.

Provisions of a law of December 23, 1942, providing allowances to unemployed persons who do not have unemployment insurance.

PUBLIC WELFARE AND RELIEF

"Analysis of General Assistance Cases." *Monthly Caseload Report* (Department of Public Assistance, Philadelphia County Board), Philadelphia, July 1943, pp. 1-24. Processed.

A study of the 7,400 employable and unemployable cases receiving assistance in Philadelphia in June 1943.

"Blind Pensions." *Pennsylvania Public Assistance Review*, Harrisburg, First Quarter 1943, pp. 3-9. Processed.

A review of the Pennsylvania program.

"Bureau of Social Security, 1942-1943." *Michigan Welfare Review*, Lansing, Vol. 1, No. 2 (April-June 1943), pp. 9-11. Processed.

A statistical review of aid to the aged, dependent children, and the blind in Michigan.

"Child Welfare in One County." *Social Welfare Review* (Minnesota Division of Social Welfare), Vol. 5, No. 2 (July 1943), pp. 3-5.

Indicates the scope of child welfare work by summarizing a year's activities of one case worker in a rural Minnesota county.

DRAKE, RUSSELL P., AND LEIRFALLOM, JARLE. "Organization and Administration of Local Public Welfare Services: IV—Facilitative Services: Office Management." *Public Welfare*, Chicago, Vol. 1, No. 9 (September 1943), pp. 280-288.

NATIONAL CONFERENCE OF CATHOLIC CHARITIES. *Selected Papers From the Proceedings of the Twenty-Eighth Meeting . . . Kansas City, Missouri, September 27-30, 1942*. Washington: The Conference, 1943. 179 pp.

NEWARK, N. J. DEPARTMENT OF PUBLIC WELFARE. *The Newark Public Welfare Department Reports on Its Work*. Newark, 1943. 8 pp.

A factual summary, entirely in pictorial charts, for the first 6 months of 1943.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *A Survey of Some Resources for Negroes in North Carolina*. Raleigh (?), no date. 18 pp. Processed.

PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Current Living Costs as Related to Standards of Public Assistance in Pennsylvania*. Harrisburg (?), December 1942. 43 pp. Processed.

"A Variety of Jobs." *Social Welfare Review* (Minnesota Division of Social Welfare), Vol. 5, No. 2 (July 1943), pp. 8-9.

Provides some insight into the reemployment of persons receiving old-age assistance by describing very briefly every fifth case closed for this reason in Hennepin County, which includes Minneapolis.

HEALTH AND MEDICAL CARE

BRUCE, WILLIAM R. "Government Provides Maternity Aid for Service Men's Wives." *Medical Economics*, Rutherford, N. J., Vol. 20, No. 12 (September 1943), pp. 133-141.

A description of the program begun last April under the administration of State health departments in cooperation with the Children's Bureau.

CIEMAN, S. "Possibilities of Research in Senile Diseases." *British Medical Journal*, London, Aug. 21, 1943, pp. 239-240.

Notes the importance to government of extending preventive medicine to the aged and outlines the fields of medicine in which research might be profitable.

"A Clinic of Incapacitated ADC Fathers." *Michigan Welfare Review*, Lansing, Vol. 1, No. 2 (April-June 1943), pp. 7-8. Processed.

Report of a test clinic in Ingham County, Mich., to determine the feasibility of rehabilitative medical treatment for fathers in homes approved for aid to dependent children.

"43,107 Industrial Injury Cases Closed in 1942; Compensation Payments Aggregate \$9,065,357." *Illinois Labor Bulletin*, Chicago, Vol. 4, No. 1 (July 31, 1943), pp. 3-5 ff.

Data on a year's operations under the Illinois Workmen's Compensation and Occupational Diseases Acts.

DE KRUIF, PAUL. *Kaiser Wakes the Doctors*, New York: Harcourt, Brace, 1943. 158 pp.

Describes the successful development of the group medical care plans of Henry Kaiser in his construction projects at Grand Coulee, Wash., Richmond, Calif., and Vancouver, Wash. The programs, which include the construction of hospitals, are financed by contributions of 50 cents a week from each worker, plus the industry's contributions for medical services provided to workmen's compensation cases. The author also notes the work of the California Physicians' Service in the field of prepaid medical care and describes a tentative agreement made last April between this body and the Kaiser interests to provide medical services for the dependents of workers.

GRIFFIN, MAURICE F. "Health Bureaucracy, An Interpretation of S-1161." *Hospitals*, Chicago, Vol. 17, No. 9 (September 1943), pp. 31-34.

A long list of objections to the portions of the Wagner-Murray-Dingell bill dealing with medical and hospitalization benefits.

"Health Insurance Approved in Principle by Parliamentary

Committee." *Labour Gazette*, Ottawa, Vol. 53, No. 8 (August 1943), pp. 1082-1083.

Includes the text of the report of July 23 by the Special Committee on Social Security of the Canadian House of Commons.

HUMMEL, STUART K. "Children's Bureau Payment Plan; An Administrator's Review, with Suggested Changes." *Hospitals*, Chicago, Vol. 17, No. 9 (September 1943), pp. 35-37.

Further discussion of the plan of the Children's Bureau for paying hospitals which provide maternity care for wives of servicemen.

KURTZ, DOROTHY L. *Unit Medical Records in Hospital and Clinic*. New York: Columbia University Press, 1943. 110 pp.

The unit medical record, containing all the medical information on a given patient within one institution, was developed in the Presbyterian Hospital, New York, beginning in 1916. This work explains in detail the content and form of the records used, their maintenance, filing, indexing, and functions. Contains specimen forms.

MOUNTIN, JOSEPH W., AND ELIOT, MARTHA M. "Care for Every Mother at Childbirth: The Job Ahead," by Dr. Mountin; "A Basic Plan," by Dr. Eliot. *The Child*, Washington, Vol. 8, No. 3 (September 1943), pp. 35-38 ff.

Both articles advocate increased services. Dr. Mountin presents statistics of medical attendance at birth and considers such factors as residence, race, income, supply of physicians, number of maternity beds, and maternity costs. Dr. Eliot argues for a public program under local, State, and Federal responsibility, financed by grants-in-aid from general tax funds.

SANFORD, RUSSELL T., AND MILLS, ALDEN B. "We Can Keep Our Hospitals Voluntary." *Modern Hospital*, Chicago, Vol. 61, No. 1 (July 1943), pp. 64-65.

Suggests steps that hospitals should take to develop their services in order to achieve "geographic and economic adequacy" and to ensure Federal aid "without incurring the risk of Federal domination."

SHIELS, W. EUGENE. "Medical Needs and Services." *America*, New York, Vol. 69, No. 20 (Aug. 21, 1943), pp. 543-544.

Urges that the medical-care portions of the Wagner-Murray-Dingell bill, as well as other medical planning, be judged by their probable effect upon professional medical standards.

"Wagner-Murray-Dingell Bill." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 1 (September 1943), pp. 36-37.

An editorial opposing the bill.

WELLING, WILLIAM C.; CLIFFORD, MARTHA L.; AND TRACY, EDWIN T. "Use of Current Birth Certificates in Planning a Maternal and Child Health Program." *American Journal of Public Health*, New York, Vol. 33, No. 9 (September 1943), pp. 1115-1123.